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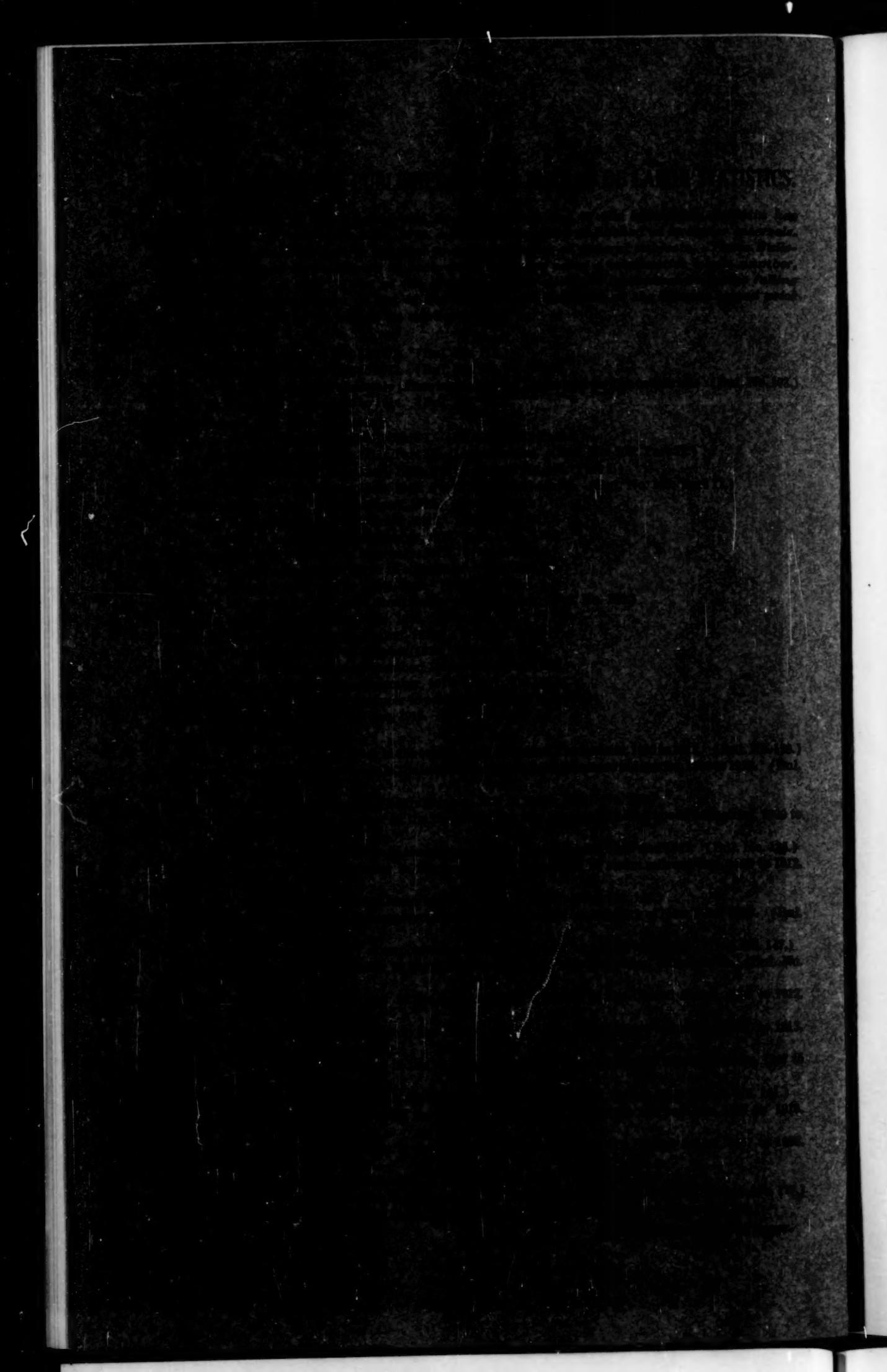
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INDUSTRIAL PEACE IN AUSTRALIA THROUGH MINIMUM WAGE AND ARBITRATION.¹

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The new province is that of the relations between employers and employees. Is it possible for a civilized community so to regulate these relations as to make the bounds of the industrial chaos narrower, to add new territory to the domain of order and law? The war between the profit maker and the wage earner is always with us, and, although not so dramatic or catastrophic as the present war in Europe, it probably produces in the long run as much loss and suffering, not only to the actual combatants, but also to the public. Is there no remedy?

During a brief sojourn in the United States in the summer of 1914 I had the good fortune to meet many men and women of broad and generous outlook and of admirable public spirit. They were anxious to learn what I, as president of the Australian court of conciliation and arbitration, could tell them of Australian methods of dealing with labor questions. I propose now, on the invitation of the editor of this Review, to state briefly the present position, confining my survey to my own personal experience.

The Australian Federal constitution of 1900 gave to the Federal Parliament power to make laws with respect to "conciliation and arbitration for the prevention and settlement of industrial disputes extending beyond the limits of any one State."² Following the example of the United States Constitution, the constitution left all residuary powers of legislation to the States, and the theory generally

¹ Reprint of an article entitled "A new province for law and order, industrial peace through minimum wage and arbitration," in Harvard Law Review, November, 1915. The article is reproduced here through the courtesy of the Harvard Law Review Association.

² Sec. 51 (XXXV).

held at the time of our constitutional convention was that each State should be left to deal with its own labor conditions as it thought best. But an exception was made, after several discussions, in favor of labor disputes which pass beyond State boundaries and can not be effectually dealt with by the laws of any one or more States. Just as bush fires run through the artificial State lines, just as the rabbits ignore them in pursuit of food, so do, frequently, industrial disputes.

In pursuance of this power an act was passed December 15, 1904, constituting a court for conciliation, and where conciliation is found impracticable, arbitration. The arbitration is compulsory in the sense that an award, if made, binds the parties. The act makes a strike or a lockout an offense if the dispute is within the ambit of the act—if the dispute is one that extends beyond the limits of one State. In other words, the process of conciliation, with arbitration in the background, is substituted for the rude and barbarous processes of strike and lockout. Reason is to displace force; the might of the State is to enforce peace between industrial combatants as well as between other combatants, and all in the interest of the public.

Under the act the court consists of a president, who must be one of the justices of the high court of Australia. The high court is modeled on the Supreme Court of the United States, having often to decide whether acts are constitutional, but it is also a court of appeal from the supreme courts of the States. The first president of the court of conciliation was appointed February 10, 1905, and on his resignation in September, 1907, I was appointed as his successor.

The first task that I had to face was not, strictly speaking, conciliation or arbitration. The Federal Parliament imposed certain excise duties on agricultural implements manufactured, but it provided for the remission of the duties in the case of goods manufactured under conditions, as to the remuneration of labor, which the president of the court should certify to be "fair and reasonable."¹ The act gave no guidance as to the model or criterion by which fairness and reasonableness were to be determined. In dealing with the first employer who applied to me for a certificate, I came to the conclusion that the act was designed for the benefit of employees and that it was meant to secure for them something which they could not get by individual bargaining with their employers. If A let B have the use of his horse on the terms that B give the horse fair and reasonable treatment, B would have to give the horse proper food and water, shelter, and rest. I decided, therefore, to adopt a standard based on "the normal needs of the average employee regarded as a human being living in a civilized community." This was to be the primary

¹ Excise tariff, 1906.

test in ascertaining the minimum wage that would be treated as "fair and reasonable" in the case of unskilled laborers. At my suggestion many household budgets were stated in evidence, principally by housekeeping women of the laboring class, and, after selecting such of the budgets as were suitable for working out an average, I found that in Melbourne, the city concerned, the average necessary expenditure in 1907 on rent, food, and fuel in a laborer's household of about five persons was £1 12s. 5d. (about \$7.80, taking a dollar as equivalent to 4s. 2d.); but that, as these figures did not cover light, clothes, boots, furniture, utensils, rates, life insurance, savings, accident or benefit societies, loss of employment, union pay, books and newspapers, tram or train fares, sewing machine, mangle, school requisites, amusements and holidays, liquors, tobacco, sickness or death, religion or charity, I could not certify that any wages less than 42s. (\$10.22) per week for an unskilled laborer would be fair and reasonable. Then, in finding the wages which should be treated as fair and reasonable in the cases of the skilled employees, I relied mainly on the existing ratios found in the practice of employers. If, for instance, the sheet-iron worker got 8s. (\$1.95) per day when the laborer got 6s., the sheet-iron worker should get, at the least, 9s. (\$2.19) when the laborer's minimum was raised to 7s. (\$1.70).

In the case referred to, the employer did not raise before me the point that the act was invalid, but, having failed in his application for a certificate, he refused to pay the excise duty, and defended an action to recover the duty before the high court on the ground that the act was invalid; and he succeeded, by a majority of three justices to two, on the ground that the act was not really a taxation act at all, but an act to regulate labor conditions, and as such beyond the competence of the Federal Parliament.¹ But the principles adopted in the case for ascertaining a "fair and reasonable" minimum wage have survived and are substantially accepted, I believe universally, in the industrial life of Australia.

In the first true arbitration case—that relating to ship's cooks, bakers, etc.—the standard of 7s. (\$1.70) per day was attacked by employers, but I do not think that it has been attacked since, probably because the cost of living has been rising. The court announced that it would ascertain first the necessary living wage for the unskilled laborer, and then the secondary wage due to skill or other exceptional qualifications necessary. Treating marriage as the usual fate of adult men, a wage which does not allow of the matrimonial condition and the maintenance of about five persons in a home would not be treated as a living wage. As for the secondary wage, it seemed to be the safest course, for an arbitrator not initiated into the mysteries

¹ King *v.* Barger, Commonwealth *v.* McKay, 6 Com. Law Rep., 41 (1908).

of the several crafts, to follow the distinctions in grade between employees as expressed in wages for many years.

The distinction between the basic or primary or living wage and the secondary wage attributable to exceptional qualifications necessary for the performance of the function is not fanciful; it was forced on the court by the problems presented and by the facts of industrial life. Yet it has to be borne in mind that though the essential natural needs come first, the conventional needs (e. g., of artisans as distinguished from laborers) become, by usage, almost equally imperative.¹

The following propositions may, I think, be taken to be established in the settlement of minimum wages by the court; and it is surprising to find how often, as the principles of the court's action come to be understood and appreciated, they guide parties disputing to friendly collective agreements, without any award made by the court.

1. One can not conceive of industrial peace unless the employee has secured to him wages sufficient for the essentials of human existence.²

2. This, the basic wage, must secure to the employee enough wherewith to renew his strength and to maintain his home from day to day.³

3. The basic wage is the same for the employee with no family as for the employee with a large family. It rests on Walt Whitman's "divine average," and the employer need not concern himself with his employee's domestic affairs.

4. The secondary wage is remuneration for any exceptional gifts or qualifications,⁴ not of the individual employee, but gifts or qualifications necessary for the performance of the functions, e. g., skill as a tradesman, exceptional heart and physique, as in the case of a gas stoker,⁵ exceptional muscular training and power, as in the case of a shearer,⁶ exceptional responsibility, e. g., for human life, as in the case of winding or locomotive engine drivers.⁷

5. The secondary wage, as far as possible, preserves the old margin between the unskilled laborer and the employee of the skilled or exceptional class.⁸

6. After ascertaining the proper wages, basic and secondary, the court considers any evidence adduced to show that the employers ought not to be asked to pay such wages.⁹ It will consider grounds of finance, of competition with imports, of unfairness to other workers, of undue increase in prices of the product, of injury to the public, etc.

¹ Engine drivers, 7 Com. Arb., 132, 139 (1913).

² Boot factories, 4 Com. Arb., 1, 10 (1910); Seamen, 5 Com. Arb., 147, 164 (1911).

³ Broken Hill Mine, 3 Com. Arb., 1, 20 (1909).

⁴ Boot factories, 4 Com. Arb., 1, 10 (1910); Postal electricians, 7 Com. Arb., 5, 10 (1913); Builders' laborers, 7 Com. Arb., 210, 217 (1913).

⁵ Gas employees, 7 Com. Arb., 58, 71 (1913).

⁶ Shearers, 5 Com. Arb., 48, 79 (1911).

⁷ Engine drivers, 5 Com. Arb., 9, 21 (1911).

⁸ McKay, 2 Com. Arb., 1, 16 (1907); Ship's cooks, 2 Com. Arb., 55, 65, 66 (1908).

⁹ Broken Hill Mine, 3 Com. Arb., 1, 31 (1909).

7. The wages can not be allowed to depend on the profits made by the individual employer, but the profits of which the industry is capable may be taken into account. If the industry is novel, and those who undertake it have to proceed economically, there may be a good cause for keeping down wages, but not below the basic wage, which must be sacrosanct. Above the basic wage, bargaining of the skilled employee may, with caution, be allowed to operate.¹

8. The fact that a mine is becoming exhausted or poorer in its ores is not a ground for prescribing a lower rate than would otherwise be proper. If shareholders are willing to stake their own money on a speculation, they should not take part of the employee's proper wages also. The court can not endanger industrial peace in order to keep unprofitable mines going.²

9. The court does not increase the minimum on the ground of affluence of the employer. It is not affected by the fact that one of the employers can, by skillful management, by enterprise, or by good fortune, make very large profits.³

10. The minimum rate must be based on the highest function that the employee may be called on to exercise. The employer must not give a plumber laborer's work and pay him laborer's wages if he has also to do plumbing.⁴

11. In finding the proper minimum rate the court tries to find what would be proper for an employee of average capacity called upon to do work of the class required. If the employer desires to secure the services of an exceptional workman, he is free to do so. The payment of higher rates is left to the play of bargaining.⁵

12. The court does not attempt to discriminate in wages on the ground of comparative laboriousness. Discrimination on such a ground is neither safe nor sound. The court declines to give an extra rate to hod men if they carry beyond a certain height.⁶

13. The court will not discriminate in wages as between the several States so as to interfere with the freedom of trade between the States provided by the constitution.⁷

14. The court will not keep down wages on steamers so as to enable them to beat State railways in competition or to help one competitor against another.⁸

¹ Broken Hill Mine, 3 Com. Arb., 1, 32 (1909); Shearers, 5 Com. Arb., 48, 73 (1911); Ship's officers, 6 Com. Arb., 6, 21 (1912).

² Broken Hill Mine, *supra*, 33 and 34; Engine drivers, 7 Com. Arb., 132, 139 (1913).

³ Seamen, 5 Com. Arb., 147, 164 (1911); Gas employees, 7 Com. Arb., 58, 72 (1913).

⁴ Postal electricians, 7 Com. Arb., 5, 8, and 9 (1913).

⁵ Ship's stewards, 4 Com. Arb., 61, 63, 68 (1910); Engine drivers, 5 Com. Arb., 9, 15 (1911); Shearers, 5 Com. Arb., 48, 91 (1911); Builders' laborers, 7 Com. Arb., 210, 223 (1913).

⁶ Builders' laborers', 7 Com. Arb., 231.

⁷ Constitution, sec. 92; Boot factories, 4 Com. Arb., 1, 13 (1910).

⁸ Ship's officers, 6 Com. Arb., 6, 22 (1912).

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15. The court accepts and follows the usual practice of making rates for casual employment higher than the corresponding rates for continuous employment.¹

16. The court, in obedience to the act, provides exceptions to the minimum rate in the case of aged, slow, or infirm workers, but the exceptional cases must be disclosed to the representative of the union and be well safeguarded.²

17. But the court will not provide exceptions to the minimum rate for "improvers," men paid more than boys and less than journeymen, men who are used to beat down the claims of competent journeymen, and are thus a perpetual menace to the peace of the community.³

18. The court regards the old system of apprenticeship as unsuitable for factories under modern conditions, and it objects to fixing a rigid proportion of apprentices to journeymen without regard to the circumstances, e. g., the character of the output of each factory. But if conditions of apprenticeship are in dispute, the court will, especially if both sides wish it, and for the sake of peace as well as efficiency, make regulations on the subject. The proper method, however, seems to be, in boot factories, to coordinate the work of the factories with the work of the technical schools.⁴

19. The court will not prescribe extra wages to compensate for unnecessary risks to the life or health of the employee or unnecessary dirt. No employer is entitled to purchase by wages the right to endanger life or to treat men as pigs.⁵

20. The court gives weight to existing conventions, usages, prejudices, exceptional obligations and expenses of the employees; for instance, that masters and officers are required to keep up a certain appearance, and that stewards must provide themselves with uniform and laundry.⁶

21. Where it is established that there is a marked difference in the cost of living between one locality and another, the difference will, so far as possible, be reflected in the minimum wage.⁷

22. But where, as in the case of the wharf laborers at ports, all the employees and nearly all the employers desired that there should be no differentiation, the court bases the minimum wage on the mean Australian cost of living.⁸

¹ Builders' laborers, 7 Com. Arb., 210, 218 (1913).

² Act, sec. 40; Boot factories, 4 Com. Arb., 1, 24 (1910).

³ Ibid., 16.

⁴ Boot factories, 4 Com. Arb., 1, 19, 20 (1910).

⁵ Ship's cooks, 2 Com. Arb., 55, 59, 60 (1908); Seamen, 5 Com. Arb., 147, 164 (1911).

⁶ Ship's officers, 4 Com. Arb., 89, 93, 95 (1910); Ship's stewards, 4 Com. Arb., 61, 66 (1910).

⁷ Broken Hill Mine, 3 Com. Arb., 1, 28-30 (1909); Engine drivers, 5 Com. Arb., 9, 23 (1911); 7 Com. Arb., 132, 141 (1913); Fruit growers, 6 Com. Arb., 61, 69 (1912); Gas employees, 7 Com. Arb., 58, 70-74 (1913); Builders' laborers, 7 Com. Arb., 210, 221 (1913).

⁸ Wharf laborers, 8 Com. Arb., (1914).

23. In cases such as that of ship's stewards, where the employees usually receive from passengers "tips" (or "bunce"), the average amount of the tips must be taken into account in finding whether the employee receives a living wage. But the minimum wage will be raised to its proper level if the practice of tipping can be stopped.¹

24. In cases where employees are "kept," found in food and shelter by the employer, the value of the "keep" is allowed in reduction of the wages awarded. At the time when the keep of single men, such as laborers, cost in lodgings, usually 15s. (\$3.65) per week, the court reduced the wages by 10s. (\$2.43) only. For the 15s. (\$3.65) at the family home would go further than it would go for board and lodging outside of the home; and the employer who feeds large numbers of men can buy the necessary commodities in large quantities and on advantageous terms. The 10s. (\$2.43) per week seemed to represent fairly the amount of expenditure of which the home was relieved by the absence of the man.²

25. The principle of the living wage has been applied to women, but with a difference, as women are not usually legally responsible for the maintenance of a family. A woman's minimum is based on the average cost of her own living to one who supports herself by her own exertions. A woman or girl with a comfortable home can not be left to underbid in wages other women or girls who are less fortunate.³

26. But in an occupation in which men as well as women are employed the minimum is based on a man's cost of living. If the occupation is that of a blacksmith, the minimum is a man's minimum. If the occupation is that of a milliner, the minimum is a woman's minimum; if the occupation is that of fruit picking, as both men and women are employed, the minimum must be a man's minimum.⁴

27. As regards hours of work, when disputed, the court usually adheres to the general Australian standard of 48 hours; generally 8½ hours on five days, 4½ hours on Saturday. But in exceptional cases the court has reduced the hours—in one case because of the nerve-racking character of the occupation;⁵ in another case, that of builders' laborers—because the men have to "follow their job," spending much of their own time in traveling.⁶

28. The court has conceded the eight-hour day at sea as well as in port, to deck hands on ships;⁷ to officers on ships,⁸ to marine engineers.⁹

¹ Ship's stewards, 4 Com. Arb., 61, 64 (1910).

² Ship's cooks, 2 Com. Arb., 55, 62 (1908); Ship's stewards, 4 Com. Arb., 61, 63 (1910).

³ Fruit growers, 6 Com. Arb., 61, 71 (1912).

⁴ Ibid., 72.

⁵ Postal electricians, 7 Com. Arb., 5, 15-16 (1913).

⁶ Builders' laborers, 7 Com. Arb., 210, 228, and 229 (1913).

⁷ Seamen, 5 Com. Arb., 147, 159, 160 (1911).

⁸ Ship's officers, 4 Com. Arb., 89, 99 (1910).

⁹ Marine engineers, 6 Com. Arb., 95, 107 (1912).

But there are sundry necessary exceptions, and the master retains the absolute right to call on any man in emergencies involving the safety of the ship; and for other purposes he may call on any man, paying extra rates for the overtime. The hours of navigating officers were sometimes shocking and involved danger to ship, cargo, and passengers.¹

29. In certain exceptional cases the court has granted a right to leave of absence for two or three weeks on full pay to employees after a certain length of continuous service; not, of course, to casual or temporary employees.²

30. The court refuses to dictate to employers what work they should carry on, or how, or what functionaries they should employ, or what functions for each employee, or what tests should be applied to candidates for employment.³

31. The court leaves every employer free to carry on the business on his own system, so long as he does not perpetuate industrial trouble or endanger industrial peace; free to choose his employees on their merits and according to his exigencies; free to make use of new machines, of improved methods, of financial advantages, of advantages of locality, of superior knowledge; free to put the utmost pressure on anything and everything except human life.⁴

32. As regards complaints of disagreeable or onerous conditions, the court treats as fundamental the consideration that the work of the ship, factory, mine, etc., must be done, a consideration next in order to that of the essential needs of human life. An order will not be made that is inconsistent with the effective management of the undertaking.⁵

33. On the same principle the court steadily refuses to make orders which would militate against the public interest or convenience. It has refused to order prohibitive overtime rates for leaving port on Sundays;⁶ it has refused to forbid the employment of casuals or to forbid "broken time" in tramway services. Casuals or "broken time," or both, are necessary to meet the extra traffic at certain times of the day.⁷

These are some of the principles of action adopted by the court. But, it may be asked, what about piecework? How does the court fix piecework rates? The first great case in which piecework rates were directly involved was that of the shearers.⁸ At the time of

¹ Ship's officers, 6 Com. Arb., 6, 16, 17 (1912).

² Ibid., 15, 25; 7 Com. Arb., 92, 104 (1913); Postal electricians, 7 Com. Arb., 5, 17 (1913).

³ Broken Hill Mine, 3 Com. Arb., 1, 36 (1909); Postal electricians, 7 Com. Arb., 5, 7, 8, 13, 18, 19 (1913).

⁴ Boot factories, 4 Com. Arb., 1, 18 (1910); Shearers, 5 Com. Arb., 48, 100 (1911); Fruit growers, 6 Com. Arb., 61, 75 (1912); Gas employees, 7 Com. Arb., 58, 77 (1913).

⁵ Ship's stewards, 4 Com. Arb., 61, 73 (1910); Ship's officers, 4 Com. Arb., 89, 101 (1910).

⁶ Seamen, 5 Com. Arb., 147, 160 (1911).

⁷ Tramways, 6 Com. Arb., 130, 144 (1912).

⁸ 5 Com. Arb., 48 (1911).

the arbitration, wool furnished nearly 40 per cent of the exports of Australia, nearly £29,000,000 (\$141,128,500) per annum, in addition to the wool used in Australia. In that case the court prescribed the piecework rates on a time-work basis—found the piecework rates which would enable an average shearer to earn such wages per week as would be the just minimum for a man with the qualifications of a shearer if he were paid by time. Having found that the shearer should, as a "skilled" worker get a net wage of £3 (\$14.60) per week for the time of his expedition to the sheep stations to shear, and having found that a rate of \$5.84 per 100 sheep would give this net result, the court fixed \$5.84 per 100 as the minimum rate.¹ In finding the net returns of the whole expedition, allowances had to be made for days of traveling and waiting, expenses en route, cost of mess and combs and cutters.² This system of finding the net result of the expedition, and what would be a fair return for the expedition, was also adopted in the case of persons employed by fruit growers on the River Murray.³ Sometimes the court protects pieceworkers in making their bargain by prescribing that their remuneration shall not fall below, in result, a certain time-work minimum.⁴

The system of arbitration adopted by the act is based on unionism. Indeed, without unions it is hard to conceive how arbitration could be worked. It is true that there are methods provided by which the court can intervene for the preservation of industrial peace even when its powers are not invoked by any union; but no party can file a plaint for the settlement of a dispute except an "organization," that is to say, a union of employers or of employees registered under the act.⁵ One of the "chief objects" of the act, as stated in section 2, is "to facilitate and encourage the organization of representative bodies of employers and of employees and the submission of industrial disputes to the court by organizations;" and it follows that the court will not assist an employer in devices to stamp out unionism.⁶ It is, of course, better for an employer that he should not be worried by complaints of individual employees and that any complaints should be presented collectively by some responsible union. He has then the advantage of being able to deal with his employees on a consistent scheme, equitable all round the service, and his time is not taken up by petty complaints or individual fads. A demand made on him comes from a responsible executive, with the consent, direct or indirect, of the organized body of members of the union. Moreover from the point of view of the employees, it is better that an individual employee should not, by complaining, incur the risk of becoming a

¹ 5 Com. Arb., 73, 79 (1911).

⁴ Ibid, 75.

² Ibid, 74, 76.

⁵ Sec. 19.

³ Fruit growers, 6 Com. Arb., 61, 68 (1912).

⁶ Tramways, 6 Com. Arb., 130, 143 (1912).

marked man or of being removed, and the individual employee is generally powerless. From the point of view of the court and of the public, it is fair to state that in nearly every case—I can only remember one case to the contrary—the influence of union leaders has always been in the direction of peace. It would not be so probably if there were no means of obtaining an improvement of conditions except by strike, actual or threatened, but in Australia the leaders can hold out to the members of the union a prospect of relief, without strike, from the court or from some wages board.¹ It is significant that, in the one exceptional case referred to, the leaders of the union have been converted so that they are now strong advocates of arbitration.

But then comes the difficult question of "preference to unionists." Preference to unionists is the Australian analogue of the "preferential union shop," made familiar in some of the garment industries of the United States. The act gives the court power to direct that, as between members of organizations (unions) of employees and other persons desiring employment at the same time, preference shall be given to such members, other things being equal.² But it is only a power, not a duty, to order such preference, and the court is very loath to exercise the power. "The absolute power of choice (between applicants for employment) is one of the recommendations of the minimum-wage system from the employer's point of view—he can select the best men available when he has to pay a certain rate."³ For this reason preference was refused in the case of shearers, etc.,⁴ in the case of seamen,⁵ in the case of builders' laborers.⁶ Yet the court recognizes the difficulty of the position. As was said in the builders' laborers case:

The truth is, preference is sought for unionists in order to prevent preference of nonunionists or antiunionists—to prevent the gradual bleeding of unionism by the feeding of nonunionism. It is a weapon of defense. For instance, some employers here hired men through the Independent Workers' Federation—a body supported chiefly by employers' money and devised to frustrate the ordinary unions—and those who applied for work at the office of this body would not be introduced to the employer unless they ceased to be members of the ordinary unions and became members of this body. What is to be done to protect men in the exercise of their right as free men to combine for their mutual benefit, seeing that the employing class has the tremendous power of giving or withholding work? The only remedy that the act provides is an order for preference, and it is doubtful whether such an order is appropriate or effective. It is, indeed, very trying for men who pay full dues to a legitimate union to work side by side with men who do not—with men who look to their own interests only, seeking to curry favor with the employers, getting the benefit of any general rise in wages or betterment of conditions which is secured without their

¹ Marine engineers, 6 Com. Arb., 95, 100 (1912).

² Sec. 40.

³ Engine drivers, 5 Com. Arb., 9, 25 (1911); 7 Com. Arb., 132, 147 (1913); Tramways, 6 Com. Arb., 35, 47 (1912).

⁴ 5 Com. Arb., 48, 99 (1911).

⁵ 5 Com. Arb., 147, 170 (1911).

⁶ 7 Com. Arb., 210, 233 (1913).

aid and in the teeth of their opposition—men who are preferred (other things being equal) for vacancies and promotion. Every fair man recognizes the difficulty of the position—every man who is not too much of a partisan to look sometimes at the other side of the hedge. In another case recently before me, a nonunionist told me that he acted solely on the basis of his personal interest, without any regard for the interests of his fellow workers. He looked for favors to himself, because he kept away from those who combined for the common good of the whole body. It is not out of consideration for such men that I refuse preference; it is rather out of consideration for such employers as honestly take the best man available, unionist or not. I do not want them to be harassed with the doubt, when selecting men for a post, whether they can prove their appointee to be better than all the unionist applicants. I refuse preference, also, out of consideration for many who have not joined any union simply because they have not felt the need. In the case of country building work, for instance, it is common for men on farms, etc., when farm work is not pressing, to take a job as builders' laborer. Why should the employer be compelled to bring union laborers from the city? After all, the direct way for unionists to counteract unfair preference of nonunionists is for the unionists to excel—to give to the employer the best service. It is nearly always found that employers prefer a first-class man who is a unionist to a second-class man who is a nonunionist.¹

The only case in which the court has ordered preference is the case of a tramway company which deliberately discriminated against unionists and refused to undertake not to discriminate in future.² It is to be observed that the court is not given power by the act to order that the employer shall not discriminate against unionists in giving or withholding employment.

The imposition of a minimum wage, a wage below which an employer must not go in employing a worker of a given character, implies, of course, an admission of the truth of the doctrine of modern economists, of all schools I think, that freedom of contract is a misnomer as applied to the contract between an employer and an ordinary individual employee. The strategic position of the employer in a contest as to wages is much stronger than that of the individual employee. "The power of the employer to withhold bread is a much more effective weapon than the power of the employee to refuse to labor."³ Low wages are bad in the worker's eyes, but unemployment, with starvation in the background, is worse. The position was put luminously once, as well as with unconscious humor, by an employer on whom a plaint was served for settlement of a dispute by the court. In place of filing an answer he wrote a letter to the registrar, denying that he was a party to any dispute. "I have never," said he, "quarreled or disputed with a laborer of any kind. * * * If we can not agree, well, we will part; that ends the whole. * * * Love is the power which will end all struggles, not legislation." Other respondents pin their faith, not to "love," but to the sterner "law of supply and demand."

¹ 7 Com. Arb., 210, 233, and 234 (1913).

² Tramways, 6 Com. Arb., 130, 162 (1912).

³ Engine drivers, 5 Com. Arb., 9, 27 (1911).

They treat this law as being, in the matter of wages, more inexorable and inevitable than even the law of gravitation, as not being subject, as laws of nature are, to counteraction, to control, to direction. "One may dam up a river, or even change its course, but one can not (it is said) raise wages above the level of its unregulated price, above the level of a sum which a man will accept rather than be starved."¹ If the court did nothing else than drag such theories into the light of day and into free discussion it would be doing good service to the community. But it is coming to be recognized that what the court does in fixing a minimum wage is by no means novel in principle. There are many acts of many legislatures which prescribe minimum conditions on other subjects. For example, mining acts often prescribe minimum conditions as to ventilation, timbering, safety appliances, machinery, sanitation. These matters are not left to individual bargaining.

There are no definite figures with regard to the cost to the parties of arbitration proceedings, but the cost is very slight. There are seldom any costs incurred in employing lawyers, for, under section 27 of the act, lawyers can not be employed except with the consent of both parties, and the employees generally refuse their consent. The secretary of the organization generally puts its case, and the employees or some permanent officer generally put the employers' case. The principal expense of an arbitration is that of bringing witnesses. If prohibition proceedings are taken in the high court to prevent the enforcement of an award on the ground that the court of conciliation has exceeded its jurisdiction (of which I shall say more presently), no doubt heavy, very heavy, expenses are incurred, but these are not expenses of the arbitration.

But it has to be admitted that proceedings in the court of conciliation often take a very long time, sometimes weeks; in a few cases, months. The proceedings can not be otherwise than lengthy, as the disputes of which the court can take cognizance are so widespread—must extend from one State into one or more other States. Moreover, the habit is to bring before the employers, and afterwards before the court, a very long list of conditions in dispute, and the case of each employer has to be fairly considered by the court in connection with each grievance. The number of employers' respondents to a plaint is generally great. There were 311 employers in the engine drivers' case,² 570 in the case of the builders' laborers,³ 650 in that of the fruit growers,⁴ and 2,549, at least, in that of the shearers.⁵

¹ Engine drivers, 5 Com. Arb., 27, 28 (1911); Ship's officers, 6 Com. Arb., 6, 18 (1912); Marine engineers, 6 Com. Arb., 95, 101 (1912).

² 7 Com. Arb., 132 (1913).

³ 7 Com. Arb., 210 (1913).

⁴ 6 Com. Arb., 61, 65 (1912).

⁵ 5 Com. Arb., 48, 65 (1911).

The court has no power to make an award a common rule of the industry; it can not investigate and settle the proper conditions to be applied in one typical undertaking and then extend the same conditions to other undertakings of the same character. The act purported to give this power to the court, but it was held by the high court, on a case stated, that the act was in this respect unconstitutional and invalid.¹ This want of power to make a common rule for the industry not only lengthens the proceedings, but it also may operate to the prejudice of the employers who are bound by the award. For the court can deal only with employers who employ members of the union. Some rival employers may have no members of the union in their employment and therefore have to be excluded from the award. Their hands are free as to wages, while the hands of the others are fettered, and this is, of course, unfair as between competitors in the trade. In one case, that of the boot factories,² the difficulty was met by the employers and employees concurring in an application before the wages boards of each of the States concerned to have the terms of the award made a common rule for the State. But this remedy is not always available.

There is a provision in the act³ enabling the court to appoint a board of reference, assigning to it the function of determining specified matters which under the award may require to be determined. Such a provision, if properly drafted and valid, would be of eminent service to peace. Difficulties often arise under an award, owing to the vast variety of methods in the different undertakings, as to the application of the words of the award to some particular case. These and other difficulties ought to be met by collective adjustment, between representatives of the employers on the one side and the representatives of the union on the other, with a neutral chairman; but from the nature of the case there would have to be a separate board in each of the centers of the industry. Nothing would tend more to prevent serious friction and to promote mutual understanding of employers and employees. "A suitable board of reference, under the ægis of a strong union, is a safety valve for any industry."⁴ But, unfortunately, as the section stands, with the interpretation put upon it by the high court, it is practically useless. The parties on both sides of a dispute often seek a board, or rather boards, of reference,⁵ but the court can not generally help them. Sometimes, however, the parties to the dispute make and file agreements between the union and the several employers for a board and leave the court to award on the other subjects in dispute, and the agreements are certified by the

¹ Boot factories, 11 Com. Law Rep., 311 (1910).

² 4 Com. Arb., 1 (1910); Builders' Laborers, 7 Com. Arb., 210, 235 (1913).

³ Sec. 40a.

⁴ Engine drivers, 7 Com. Arb., 132, 144 (1913).

⁵ Seamen, 6 Com. Arb., 59 (1912).

court, and on being filed under section 24 have the same binding effect as an award.¹

There are two important powers of which the court has frequently availed itself, or threatened to avail itself, with very excellent effect.² These are: (a) The power to withhold an award if it appear "that further proceedings by the court are not desirable in the public interest;"³ and (b) the power to vary an award.⁴ Sometimes the employees, though seeking an award, have taken up an obstinate attitude, intimating in effect that if the award does not meet their wishes they will not abide by it, and the court has plainly intimated that it will not proceed with the arbitration on such terms.⁵ It can not be for the public interest to proceed with the arbitration under such a constraint. Arbitration by the court is meant to be a substitute for the method of strike, and "you can not have award and strike too."⁶ In one case, while the court was preparing an award for seamen and firemen, information came that the firemen of the steamship *Koombana* refused to work on the ship unless a certain chief steward were removed. The position was serious; the ship carried the mails, as well as passengers and cargo, for ports on the west Australian coast. There was an agreement in existence under which it was a breach of agreement on the part of the union if by reason of any dispute a vessel were detained 24 hours. The court intimated that it would not make its award so long as the agreement was not observed. As a result, officials of the union conducted suitable firemen to the port where the vessel lay, put them on board, and the *Koombana* went on its way; then, and not till then, the court gave its award.⁷

The power to vary an award has also been held over the head of a recalcitrant union. It is not fair to keep the employers bound by the award if the union takes the benefit of the award and rejects the burden. The court has power to lower or annul the minimum wage in such a case if necessary.² Fortunately it never has been necessary. I may give one case in point. The wharf laborers were on strike in Brisbane; seamen who were enjoying the benefit of an award were ordered to unload their vessel. They were naturally indisposed to comply, but, before refusing, they telegraphed to the executive of their union for directions. They were told by the executive to unload or they would lose the award. They unloaded.

Another very valuable power is that conferred by Parliament in 1910, under which the president may, when a dispute exists or is

¹ Engine drivers, 7 Com. Arb., 132, 135 (1913).

² Fruit growers, 6 Com. Arb., 61, 78 (1912).

³ Sec. 38*b*.

⁴ Sec. 38*c*.

⁵ Gas employees, 7 Com. Arb., 58, 62 (1913); Broken Hill Mine, 3 Com. Arb., 1, 20 (1909).

⁶ Liquor trade, 7 Com. Arb., 255 (1913).

⁷ Seamen, 5 Com. Arb., 147, 173-174 (1911).

threatened, summon any person to attend a conference in his presence. The attendance is compulsory, enforceable by penalty.¹ Frequently a quiet talk at such a conference has prevented a strike which was imminent.² Frequently the parties arrange to proceed for arbitration and make temporary arrangements for carrying on work until the award.³ Sometimes an actual strike confined to one State though the dispute extended to two States, has been stopped, the men going back to work at the old rates until the award.⁴ A further amendment was made in the act in 1911, under which, if no agreement has been reached at the conference, the president can refer the dispute into the court for arbitration.⁵ The fact that this whip is in the hands of the president, to be used in the last resort, and that the party with the stronger position for the time being will have to submit to an award if he takes up an obstinate attitude against all agreement, is found to operate as a strong inducement to compromise and to reasonable arrangements by consent. Agreements in lieu of award have often been fixed up in a conference or as the result of a conference.⁶ The agreements are generally produced in court when the case is called on, and the president certifies to them, and has them filed, and they operate, are enforceable, as an award.⁷ In one long case, where the court was faced with a dispute in 10 tramway undertakings, no less than 8 of the undertakings arranged agreements during the course of the long hearing, with the assistance of the president given in frequent interviews with the parties in chambers.⁸

It must not be supposed that the desire for the assistance of the president or of the court is confined to employees. At first there was a tendency on the part of employers, individually, and in association, to resent interference, as preventing the employers from carrying on, as they said, their own business in their own way. But facts have been too strong for them. Employers now frequently request the president to intervene and to summon a conference in order to prevent a stoppage of work.⁹ They seek regulation, by agreement or award, in order that they may not find their plant lying idle and their business at a standstill and in some cases a season lost.

¹ Sec. 16a.

² Seamen, 4 Com. Arb., 108 (1910); 5 Com. Arb., 147, 154 (1911); Fruit growers, 5 Com. Arb., 37, 183 (1911); 6 Com. Arb., 61, 62 (1912); Steamboat enginemen, 6 Com. Arb., 60 (1912); Bakers, 7 Com. Arb., 257-8 (1913).

³ Export butchers, 4 Com. Arb., 82, 87 (1910); Glass-bottle makers, 6 Com. Arb., 176 (1912); Steamboat Enginemen, 7 Com. Arb., 37 (1913); Bakers, 7 Com. Arb., 257-8 (1913).

⁴ Export butchers, 7 Com. Arb., 52-54 (1913).

⁵ Sec. 19d.

⁶ Engine drivers, 6 Com. Arb., 126 (1912); Glass-bottle makers, 6 Com. Arb., 176 (1912); 7 Com. Arb., (1913); Seamen (as to manning), 7 Com. Arb., 2 (1913); Journalists, 7 Com. Arb., 112, 113 (1913); Liquor trade, 6 Com. Arb., 129 (1912); 7 Com. Arb., 254 (1913).

⁷ Sec. 24.

⁸ Tramways, 6 Com. Arb., 130, 140 (1912); and see Journalists, 7 Com. Arb., 112, 113 (1913).

⁹ Seamen, 4 Com. Arb., 108 (1910); 5 Com. Arb., 147, 154 (1911); Fruit growers, 5 Com. Arb., 37 (1911); Waterside workers, 6 Com. Arb., 3 (1912); Glass-bottle makers, 6 Com. Arb., 176 (1912); Liquor trade, 7 Com. Arb., 254 (1913); Export butchers, 7 Com. Arb., 52 (1913); Victorian Stevedoring Co., 5 Com. Arb., 1 (1911).

Perhaps it will be well to give a concrete case. There is in Victoria a great butchering trade in lambs for export, involving, I believe, more than a million pounds per annum. The lambs are sent down to Melbourne in the spring, September or October, and unless they are butchered at once they deteriorate in condition and the season is lost. The men suddenly refused to go to work at the old rates; telegrams flew up to the country settlements to stop trucking any more lambs; the settlers were faced with the prospect of losing their market, and the storekeeping and incidental industries with the prospect of grievous loss. It so happened that the same demand was made on employers in New South Wales, so that there seemed to be a two-State dispute which gave jurisdiction to the president. A conference was summoned at the request of the employers, the men induced to go to work under the conditions already in operation on a promise that the court would arbitrate and make the award retrospective to the resumption of work, and the season was saved.¹ The parties prepared themselves peacefully to discuss their differences before the court, but—this is the point—the work went on.

Another concrete case, showing the desire of both sides for definite regulation of conditions by the court, is that of the ship's officers. The men, in their demands, had been too specific; the high court had decided that the dispute must be treated as confined to the specific demands made, and that the court of conciliation could not prescribe a remedy for any grievance different from that remedy demanded. The court of conciliation found that the granting of the demands, as asked, would tend to promote strife rather than peace in the industry, and stated its difficulties to the parties. Both parties were so anxious for a definite arrangement of conditions that they consented to embody in an agreement any terms whatever that the president thought proper, whatever the ambit of the dispute, whatever the jurisdiction of the court. The president accordingly continued the hearing of the case and drew up an agreement which both parties signed and which they have both loyally observed.²

There is such a strong desire for the assistance of the machinery of the act that on several occasions an attempt has been made by employers, with or without the concurrence of employees, to induce the president to intervene in cases in which he has had to refuse his assistance, on the ground that the dispute does not extend beyond one State and must be dealt with, if at all, by State authorities.³ Quite recently the president has had, however, to make an exception to his rule not to meddle, even by consent, with matters outside his jurisdiction. There was a dispute between laborers and

¹ Export butchers, 7 Com. Arb., 52, 54 (1913).

² Ship's officers, 4 Com. Arb., 89, 91 (1910); Hairdressers, 6 Com. Arb., 1 (1912).

³ Victorian Stevedoring Co., 5 Com. Arb., 1 (1911).

artisans on the one side and the Commonwealth Government on the other, as to conditions of labor in the construction of a naval base in Western Port, Victoria; all parties signed a submission to arbitration, leaving everything to the determination of the president as in a voluntary arbitration. In view of the serious effects of a stoppage of the works in time of war, the president consented to act, heard the parties, and gave an award, and the parties are peacefully acting in accordance with it.¹

But the course of the court, like the course of true love, does not always run smooth. It has to meet some bitter opposition. Sometimes the opposition comes from a union of employees—generally, a union which avowedly accepts the doctrine of the "class war," and aims at "the emancipation of labor by the abolition of the wage system."² I have even seen a cartoon, in a labor newspaper, showing a laborer walking toward a gate marked "Freedom," and a bull dog with a collar marked "Arbitration" bars his path. It is but fair to say that this cartoon appeared in a State which has a local arbitration court. But the attacks on the court and its awards are, of course, generally made from the side of employers, many of whom naturally resent any curtailment of their powers. The applications for prohibition against the president have been sometimes in part or temporarily successful. Prohibition is applied for because of some alleged excess of the court's jurisdiction, and the argument generally turns on the questions, Was there a dispute, and if there was, did it extend beyond one State? Sometimes the argument turns on the validity of some section of the act. The proceedings are very long and very costly, and it is astonishing what a wealth of learning is involved in the meaning of the word "dispute" and the words "extending beyond the limit of any one State." The discussions occupy a very considerable proportion of the Commonwealth Law Reports, but they would not interest those for whose information I write this article. The legal discussions do not affect the principles or methods of action of the court of conciliation in cases where there is jurisdiction.

It has to be admitted that the awards in nearly all cases have been made in a period when the cost of living is rising and that therefore they have generally increased the existing minimum rate. The court found, about 1911, that the cost of living was substantially increasing, but it refused to raise the basic wage until the increase could be quantitatively stated.³ It suggested the expediency of official statistics on the subject, and the Commonwealth statistician now furnishes periodically statistics which have mate-

¹ Naval base—not reported

² Fruit growers, 6 Com. Arb., 61, 65, 78 (1912).

³ Engine drivers, 5 Com. Arb., 9, 14, 16 (1911).

rially assisted the court. According to the Commonwealth statistician, the cost of living, taking Australia as a whole, has increased by 25 per cent from 1901 to 1913. For such necessaries as could be bought in 1901 for \$4.87 one must now pay \$6.08.¹ What will happen if the cost of living should decrease—if the minimum for the basic or living wage shall have to be lowered? It is a fair question, but it is for the future to give the answer. I wish to confine my words to my personal experience. Yet there have been cases in which the court has refused increases or has actually decreased the minimum rates, and the employees have listened to the reasons and loyally submitted. In the case of the shearers,² the rates for shearing, \$5.84 per 100, as fixed by my predecessor, were not increased; and the strongest union in Australia, the Australian Workers' Union, acquiesced. In the same case the court found that too high minimum rates had previously been fixed for wool pressers and lowered them, stating its reasons. There was no strike, no refusal to work, no expression, that I know, of discontent. In the case of the builders' laborers,³ the court fixed lower rates for Ballarat and Bendigo than for Melbourne and lower rates for Melbourne than for Sydney, all because of differences in the cost of living. The union leaders were troubled because these cities had always maintained the same "union rate"; but they told the members of the union the court's reason, and there was peace. Again, in the same case, the court fixed for Melbourne a lower minimum rate for scaffolders and demolishers than had been previously fixed by the wages board, 31 cents per hour instead of 33 cents per hour, and the men submitted. The truth is, I think, that if the men secure the essentials of food, shelter, clothing, etc., they are not so unreasonable as is sometimes supposed. They do not love strikes for the sake of strikes; and the great majority are generally quite willing to submit to reason if they feel that they are reasonably treated.

This article is confined, as I stated at the beginning, to the Federal court of conciliation and to my own actual experience in connection therewith. But American readers should know that in each of the six Australian States there is some wages board system under the State law or some industrial or arbitration court. Victoria was the first State to adopt a system of wages boards, about 1896; and her example has been more or less followed in Queensland, South Australia, and Tasmania. Western Australia has an arbitration court, and New South Wales has a combination of the two systems, wages board and an industrial court. There is no organic connection between the State systems and the Federal system. The object of the wages boards is primarily to prevent sweating or underpayment; the

¹ Postal electricians, 7 Com. Arb., 5, 12 (1913). ³ Builders' laborers, 7 Com. Arb., 210 (1913).

² Shearers, 5 Com. Arb., 48 (1911).

object of the Federal court is to preserve or restore industrial peace. The Federal court deals with disputes, as such, and prescribes wages, etc., merely as incidental to the prevention or settlement of disputes; the wages board prescribes minimum wages and has no direct relation to disputes. But, as is obvious from the nature of the case, the systems often overlap. A wages board consists, generally, of representatives selected by employers and of representatives selected by employees in equal numbers, with a neutral chairman. There is not, I think, any fixed principle stated by the legislatures for the guidance of the boards in prescribing the minimum wage. At one time, the Victorian legislature enacted that the minimum wage should not exceed the wage paid by "reputable employers;" but this negative provision has been found unsuitable, and repealed. The wages boards can not deal with all industrial conditions; the Federal court can deal with any industrial condition that comes into dispute. The wages boards do not publish the reasons for their determinations; the Federal court does. As a result I find that the wages boards frequently look for guidance in their action to the reasoning of the Federal court. The wages boards, within the limits of area assigned to them, bind all employers by their determinations; the Federal court can only bind those who are concerned in the dispute. The wages boards, being State creations, are very much affected by the consideration of interstate competition.¹ In dealing with boot factories, the New South Wales tribunal would have fixed the minimum for journeymen at \$2.19 per day, but for the fact that the rival factories of Victoria had a minimum of \$1.95 per day. The Federal court, when asked to intervene, was able, as an Australian tribunal, to bind the employers of both States to pay the \$2.19 per day.²

Another weakness in the wages board system is that employees, in the presence of an employer or a possible employer, have not the independent position which would enable them to act fearlessly. This is especially the case where, as in the case of city tramways, there is only one undertaking where a tramway man can get employment. In the case of the Brisbane tramways it appeared that it was the manager who, as a member of the wages board, made all the proposals, and that every one of his proposals was carried unanimously.³ Again, the decision of the wages board of one State is frequently inconsistent with the decision of the wages board of an adjoining State. There is no one final coordinating authority as in the case of the Federal court, and the result is often that contrasts appear, and dissatisfaction arises, and industrial trouble. For instance, a large mining dis-

¹ Engine drivers, 5 Com. Arb., 9, 17 (1911).

² Boot factories, 4 Com. Arb., 1, 8 (1910).

³ Tramways, 6 Com. Arb., 130, 149 (1912).

trict, of essentially the same physical and industrial character, with the same cost of living, is divided by the artificial boundary line between two States. The wages board of one State prescribed one set of wages and conditions, the wages board of the other State prescribed a lower set. The consequences were disastrous.¹ A New South Wales wages board gave in the case of builders' laborers,² the lowest rate to scaffolders, and the highest to hod men. The Victorian wages board gave the highest rate to scaffolders. The New South Wales board gave a low rate to demolishers; the Victorian board gave the highest rate. The Federal court, when it came to act, prescribed a flat minimum rate for all the laborers, and the employees were satisfied. They knew that a man of exceptional value as a scaffold or in any other capacity would still be able to demand and obtain a rate higher than the minimum. It is often said that the minimum rate tends to become the maximum, but there has been no proof of such tendency as yet. Moreover, the wages boards are often not suitably grouped, and there is a tendency to ignore the interests of unrepresented minorities, of employers as well as of employees. For example, there was in Victoria a "Hay, chaff, wood, and coal board," composed, as to employers, of ordinary wood, coal, and produce retailers. They managed to get a determination which kept their own yardmen at low wages, but fixed a disproportionately large minimum for yardmen who handled coke, because the gas company of the city was practically the only vendor of coke and it was not represented on the board.³ But most of these defects, and other defects which I could point out, are not of the essence of the system and will probably be removed or obviated in the light of experience. Employers have assured me that they welcome the fixing of minimum rates by the boards or by the court. They know now definitely what they must pay, and, so long as they pay it they feel no more the incessant nagging of unions or employees as to wages. Nor can any impartial person deny the immense relief which the system of wages boards has afforded to thousands of the most helpless families throughout Australia. Wages boards constitute one of the most useful factors of those which tend in the words of Russell Lowell, to "lift up the manhood of the poor" and to provide proper sustenance and upbringing for the children of the nation.

Perhaps I should add here that up to the present I have not been able to trace any increase of price of commodities to the fixing of minimum wages. It is not the function of the court to ascertain the truth as to the causes of increased prices, but the court watches

¹ Engine drivers, 7 Com. Arb., 132, 145 (1913).

² Builders' laborers, 7 Com. Arb., 210 (1913).

³ Gas employees, 7 Com. Arb., 58, 65 (1913).

for any sidelights on this important subject. In one case, I believe, a wages board raised the wages of milk carters by 24.33 cents per day and the milk vendors at once raised the price of milk by 2.03 cents per quart. For 100 quarts per day, this would mean an increase of receipts to the amount of \$2.03 per day, so that the milk vendors had raised the price of milk far beyond the amount necessary to recoup them for the additional wages.

It will be asked, however, what is the net result of the court of conciliation? Have strikes ceased in Australia? The answer must be that they have not. There have been numerous strikes in Australia, as elsewhere. But since the act came into operation there has been no strike extending "beyond the limits of any one State." Those who are old enough to recall the terrible shearers' strike and seamen's strike of the "nineties," with their attendant losses and privations, turbulence and violence, will realize how much ground has been gained. The strikes which still occur within a single State, and disputes within a single State are outside the jurisdiction of the court. It can be safely said that, since the act, every dispute "extending beyond the limits of any one State" comes before the court or the president, either on the application of parties to the dispute, or on the initiative of the officers of the court.¹ Moreover, with the exception of one doubtful case, in which I was not personally concerned and do not know the full particulars, there has been no instance of an award being flouted by the employees, no instance of the employees refusing to work under an award. There have been cases in which parties have differed in the interpretation of an award in its application to exceptional circumstances; there have been instances of inadvertent disobedience, and these cases have sometimes come to the courts in the form of an action for a penalty. But these were cases in which the award was treated as regulating the rights of the parties, not treated as a thing to be rejected.

In 1911, Parliament intrusted to the court another formidable function, the settling of wages, hours, and conditions of labor for Federal public servants. This function does not rest on the constitutional power to make laws for conciliation and arbitration in industrial disputes;² it rests on the absolute power of the Commonwealth in relation to its own servants. The public servants are allowed to group themselves in unions, "organizations," as they think fit, and to approach the court with a plaint. It seems at first sight curious that Parliament should intrust any tribunal with a power of adjudicating on such subjects, but Parliament has been careful to retain the final control of the Commonwealth finances. For the award does not come into operation till the expiration of 30

¹ Sec. 19.

² Sec. 51 (XXXV).

days after it has been laid before both houses, and Parliament can, if it sees fit, pass a resolution disapproving of the award. This remarkable jurisdiction over public servants deserves a study all to itself, and I can only say, though there have been several important awards under it no award has yet met with the disapprobation of Parliament and no resolution of disapproval has even been tabled.

In conclusion, I may state that I am not unaware of the far-reaching schemes, much discussed everywhere, which contemplate conditions of society in which the adjustment of labor conditions between profit makers and wage earners may become unnecessary. Our Australian court has nothing to do with these schemes. It has to shape its conclusions on the solid anvil of existing industrial facts, in the fulfillment of definite official responsibilities. It has the advantage, as well as the disadvantage, of being limited in its powers and its objects. Its objective is industrial peace, as between those who do the work and those who direct it. It has no duty, it has no right to favor or to condemn any theories of social reconstruction. It neither hinders nor helps them. But it is obvious that even if all industries were to be carried on under State direction, industrial peace would be as vitally important as it is now; and that it could not be secured without recognition of the principle which the court has adopted, that each worker must have, at the least, his essential human needs satisfied, and that among the human needs there must be included the needs of the family. Sobriety, health, efficiency, the proper rearing of the young, morality, humanity, all depend greatly on family life, and family life can not be maintained without suitable economic conditions. The reasoning which has lately committed to the court the function of settling conditions of labor for public servants would not be less, would be even more applicable, if the State had more servants than it has.

Yet, though the functions of the court are definite and limited, there is opened up for idealists a very wide horizon, with, perhaps, something of the glow of a sunrise. Men accept the doom, the blessing of work; they do not dispute the necessity of the struggle with nature for existence. They are willing enough to work, but even good work does not necessarily insure a proper human subsistence, and when they protest against this condition of things they are told that their aims are too "materialistic." Give them relief from their materialistic anxiety; give them reasonable certainty that their essential material needs will be met by honest work, and you release infinite stores of human energy for higher efforts, for nobler ideals, when "Body gets its sop, and holds its noise, and leaves soul free a little."

**DEPARTMENT OF LABOR CONFERENCE ON EMPLOYMENT
HELD AT CHARLESTON, S. C., DECEMBER 16-17, 1915.**

In order to make more effective and widespread the services of the division of information in the Bureau of Immigration, the Department of Labor has held two conferences on employment with officials of various States and municipalities engaged in placing the unemployed in positions. The first conference of this kind was held at San Francisco, Cal., August 2-16, 1915, the proceedings of which were reported in the October issue of the *MONTHLY REVIEW*. The second conference was held at Charleston, S. C., on December 16-17, 1915, on the occasion of the meeting of a southern commercial congress at that place. It aimed to bring the executive officers of the Department of Labor intrusted with the distribution of labor into touch with the official representatives of States and municipalities in the Southeastern part of the country engaged in similar activities. The Secretary of Labor was named chairman of the conference, and the Commissioner General of Immigration acting chairman. The following program was prepared for the two-day session.

PROGRAM.

- I. Report of committee on program.
- II. Federal cooperation with States and municipalities:
 - Ethelbert Stewart, chief statistician, Bureau of Labor Statistics, Department of Labor, chairman of advisory board.
 - E. J. Watson, commissioner of agriculture, commerce, and industries of South Carolina, Columbia, S. C.
 - Justin F. Denechaud, secretary of immigration, State of Louisiana, New Orleans, and a member of national advisory board.
- III. Distribution of the unemployed:
 - C. L. Green, inspector in charge, distribution branch, Immigration Service, New York City.
 - Wortley Dickie, manager, Richmond public employment bureau, Richmond, Va.
 - John A. Tschantre, secretary, State bureau of immigration, Baltimore, Md.
 - General discussion and questions.
- IV. Settlement of unoccupied lands:
 - William H. Knowles, president, State bureau of immigration, Baltimore, Md.
 - H. K. Bryson, commissioner of agriculture, Nashville, Tenn.
 - J. L. McGrew, assistant chief, Division of Information, Department of Labor, Washington, D. C.
 - General discussion and questions.
- V. Address, Dr. F. C. Howe, commissioner of immigration at New York.
- VI. Final summary and suggestions:
 - A. Caminetti, Commissioner General of Immigration, Washington, D. C.
- VII. Address, Hon. W. B. Wilson, Secretary of Labor, Washington, D. C.
- VIII. Address, Hon. Richard I. Manning, governor of South Carolina.

24 MONTHLY REVIEW OF THE BUREAU OF LABOR STATISTICS.

After deliberation and discussion, the following resolutions were unanimously adopted:

Whereas, it is of paramount importance to the future of the Nation and the several States that every effort be made by the Federal Government and the several State governments to conserve the human resources of the Nation, making each individual as far as possible a self-sustaining and wealth-producing unit; and

Whereas, the problems of the unemployed in the centers of population and in the manufacturing and rural districts, and of bringing men upon idle lands are matters of vital concern to the welfare of the whole country; and

Whereas, the Secretary of Labor of the United States, having recognized fully these essential facts, has undertaken to provide intelligent and practical means for the solution of these two great problems and has called this district conference for the adaptation of the general plan to the conditions that must be met in the several States: Now, therefore, be it

Resolved, That it is the sense of this conference that the success of the general plan proposed by the Secretary of Labor depends upon the application of the principles of cooperation, and therefore there should be the closest cooperation between the Federal, State, and municipal authorities dealing with these problems, thus making the system of handling purely democratic, avoiding waste of money in misdirected but well-meaning but independent efforts, and instead concentrating the useful effect of each dollar expended in a cumulative manner, and making, through cooperation of the Federal, State, and municipal authority acting jointly, a clearing house for unemployment throughout the Republic, the Federal Government supplementing and aiding the States and municipalities in every way provided by law, and also establishing joint offices wherever that can be done, interchanging powers and opportunities for employment as far as possible, and affording under auspices of its officers, in furtherance of the plans of cooperation, to States and municipalities the use of the franking privilege, cooperation of the post offices in displaying notices, etc., and the States and municipalities utilizing their powers to the fullest extent in the premises.

Resolved, That agreements be entered upon in all possible instances with existing State and municipal departments and bureaus whereby a representative of the United States Department of Labor will be stationed in such offices in the State as may be agreed upon for the purpose of cooperative work.

Resolved, That this conference in taking this action proclaims that this cooperative effort is designed to provide employment for the unemployed American citizens and other residents of the United States and also to such citizens and residents upon desirable unused agricultural land, regardless of State or section whence they come, but in all instances taking due care and giving careful attention to natural preferences of different localities for laborers and settlers of particular types.

Resolved, That the purpose of this entire effort is to care for unemployment problems in any State from the ranks of the unemployed of that State first, then from adjoining States, and then from distant States, etc., and so with the bringing of settlers to the land.

Resolved, That the Secretary of Labor be requested to put such plan of cooperation into effect in the States here represented at the earliest possible date.

Resolved, That the officials representing States and municipalities at this conference recommend that the plan of operation outlined in the foregoing be adopted by all States and municipalities in the South having departments or bureaus charged with the class of work contemplated, and, further, that those States and municipalities not having such departments or bureaus endeavor to secure by legislation such departments or bureaus, in order that they may adopt the plan.

Resolved, That we express to the Secretary of Labor our thanks for calling this conference, and respectfully suggest to him the calling of another such conference in the South in the spring.

Whereas, There has been a quite encouraging response to the invitation of the Secretary of Labor to meet in conference in this city, and

Whereas: Those of us who have gathered here have been the recipients of many courtesies and attentions at the hands of our friends of the city of Charleston and of this hospitable State, now, therefore, be it

Resolved, That the thanks of this conference be extended to those who have favored us with their presence and encouragement, to the officials of the State and city, and all others who have made our stay here both pleasant and inspiriting.

Those attending the Conference were—

- Hon. W. B. Wilson, Secretary of Labor, Washington, D. C.
 Anthony Caminetti, Commissioner General of Immigration, Department of Labor, Washington, D. C.
 A. Warner Parker, law officer, Bureau of Immigration, Department of Labor, Washington, D. C.
 Ethelbert Stewart, chief statistician, Bureau of Labor Statistics, Department of Labor, Washington, D. C.
 J. L. McGrew, assistant chief, Division of Information, Bureau of Immigration, Department of Labor, Washington, D. C.
 Frederic C. Howe, commissioner of immigration, New York City.
 P. L. Prentis, inspector in charge, Immigration Service, Chicago, Ill.
 Geo. A. Mahone, immigrant inspector, Baltimore, Md.
 W. R. Morton, inspector in charge, Immigration Service, Norfolk, Va.
 C. L. Green, inspector in charge, distribution branch, Immigration Service, New York City.
 Thomas V. Kirk, inspector in charge, Immigration Service, Jacksonville, Fla.
 John P. Mayo, commissioner of immigration, New Orleans, La.
 Jas. B. Bryan, inspector in charge, Immigration Service, Galveston, Texas.
 Wm. Vaughn Howard, inspector, Immigration Service, Charleston, S. C.
 Justin F. Denechaud, secretary, State board of immigration, New Orleans, La.
 Hon. Richard I. Manning, governor of South Carolina.
 B. B. Hare, State statistical agent, U. S. Department of Agriculture, Saluda, S. C.
 Wortley Dickie, manager, Richmond public employment bureau, Richmond, Va.
 John A. Tschanter, secretary, State bureau of immigration, Baltimore, Md.
 Wm. H. Knowles, president, State bureau of immigration, Baltimore, Md.
 J. D. Price, State commissioner of agriculture, Atlanta, Ga.
 H. K. Bryson, State commissioner of agriculture, Nashville, Tenn.
 V. W. Lewis, representative of Queen and Crescent Route, Chattanooga, Tenn.
 E. J. Watson, State commissioner of agriculture, commerce and industries, Columbia, S. C.
 S. R. Graham, Hiawatha, Kans.
 Frank A. White, chief, Maryland bureau of statistics and information, Baltimore, Md.

ADDRESS OF HON. WILLIAM B. WILSON, SECRETARY OF LABOR, BEFORE THE FIRST SOUTHERN STATES CONFERENCE ON EMPLOYMENT AT CHARLESTON, S. C., FRIDAY, DECEMBER 17, 1915.

Mr. Chairman, Governor, and gentlemen of the conference: I am reminded this afternoon of the words of the Master when he was here on earth that "where two or three are gathered together in my name, there am I in the midst of them," and I have always felt that where two or three are gathered together for the purpose of working out the problems of human association, there the Master is in the midst of them. When the Constitutional Convention met in 1787 one of the delegates from Massachusetts, Mr. Gerry, proposed at the opening of the sessions that there should be a record vote on all of the propositions that came before the convention, and Col. Mason, a delegate from Virginia, objected and made this suggestion: That they had come into that convention without any preconceived ideas of the ultimate form that the Constitution should take; that during the discussions men would take particular viewpoints relative to items, articles, or sections that should be included in the document, but after the fuller discussion of the subject matter their viewpoint might change, and

that it would be a very embarrassing situation in developing the Constitution if, as they went along, each one was required to make a record of his vote. It would be embarrassing because it would be difficult for him to overcome the natural prejudice there is against taking various viewpoints and then having to change them after discussion. I have felt that in these conferences we are holding in various parts of the country we are in exactly the same situation. We have come here without any fixed viewpoints. We have viewpoints, it is true, but they are not so unalterably fixed but that by discussion we may change them. If discussion did not change them this conference would be valueless.

In dealing with the problem of unemployment we have one of the greatest of the existing problems of human association before us. There has been a wonderful growth of our urban population. It has grown out of all proportions to our rural population. There has been a tremendous growth of our industrial activities, and because of the tremendous growth it has not been systematized along the line of utilizing our labor power to its fullest value. We have had exchanges for all kinds of things, all kinds of commodities. There have been built up places where men may come to invest in stocks; places where men may come to buy wheat, cotton, mules—anything and everything that is in use; but we have had no clearing house where the employer and the employee could meet and know that both could be satisfied.

The new Department of Labor of the Federal Government has been authorized among other things to advance the opportunities for profitable employment of the wage earners of the United States. In addition to that there is in the immigration laws a provision which creates a division of information for practically the same purpose. We have undertaken to secure cooperation of State and municipal bodies on the same subject matter in order to make a more effective organization than the Federal Government could accomplish alone. We do not hope to solve entirely the problem of unemployment as a result of the work we are doing with regard to labor distribution. We do hope, however, that, in so far as there are opportunities for employment, by the establishment of clearing houses of information on that subject, these opportunities can be filled and by filling them reduce unemployment to a minimum. When we have reduced unemployment to a minimum, when we have found employment for every unemployed man for whom there is a job, then dealing with the balance will be a much easier problem than dealing with them now. In that connection it must always be borne in mind that the land is the basis upon which human existence rests, and if there are means open by which those who are unemployed in industrial pursuits may have access to the land, have means of cultivating the land, and of subsistence until they can get returns from the land, then we will be in a position to absolutely solve the question of unemployment and create a continuous balance as between the urban and rural population of our country.

In connection with that we are suggesting to the Federal Congress the idea of placing at the disposal of the Department of the Interior, the Department of Agriculture, and the Department of Labor the surplus head tax that has accrued from the admission of aliens into the United States in excess of the cost of handling the Immigration Service. We believe that the head tax was never intended to be a producer of revenue; that it was placed upon the immigrant primarily for the purpose of meeting the expense of carrying on the Immigration Service, and secondly, of protecting the alien after he arrives in the United States. These were the purposes of imposing the tax on the immigrant, and yet the tax itself has produced a revenue of approximately ten million dollars in excess of the actual needs of the Immigration Service. That money is now in the Treasury of the United States. If Congress in its wisdom can be induced to appropriate that ten million dollars to be continuously available for expenditure under the joint direction of the three departments, while it is but a drop in the bucket compared with the problem with which we are dealing, yet it could be

used over and over again to assist in relieving the problem of unemployment in our large cities. Under ordinary circumstances there are large numbers of unemployed men in our big cities who have had agricultural training and there are people coming to our shores every day who have had agricultural training in Europe, and who, if they had the means, would gladly go out upon our lands. They do not go out, however, from our cities, either the native or the alien, as farm laborers, because of the fact that in nearly every instance farm labor is seasonal labor; and while they may go out for a season or two seasons and find employment, they ultimately drift back into the towns and cities and are unable to get back into our agricultural communities and acquire land. They have not the means in the first place, and, not having the means, of course, our banking institutions can not give them the necessary credits. You would not want nor like to be a depositor in a banking institution that accepted credits of that kind as a basis for its loans.

Banking institutions in order to be sound, in order to be faithful to the community in which they exist, must insist upon some kind of substantial credits that can be realized upon in order that they may be protected in their loans. If these ten millions of dollars, however, could be made available for the three departments mentioned and utilized for the acquisition of lands, then divide the lands in such a manner as to establish community centers where community life would exist even on the farm, then take your colonists out to occupy your lands in that particular community, utilizing mortgages upon the lands as a basis for credit and personal notes as a protection for the money advanced for the purchase of tools and machinery with which to work the farms and for subsistence; and if, in addition to the mortgage and notes, you have the indorsement of every member of the community for each individual, you would have a class of security that would make the Government practically absolutely safe in loaning this money without having to use bank securities for it. The money would be coming back in two or three years and keep on coming back. If it was found that the expenditure of that ten millions was a practical matter, it would not be difficult to induce Congress to make additional appropriations. One difficulty occurs, however, and that is that when the Federal Government steps into South Carolina or any other State and acquires land in that manner, immediately the adjoining land is enhanced in value. The people who hold the adjacent land will not sell it to the Federal Government at the same rates that the first tract was acquired. So there should be some means for preventing those who are holders of the land from securing the unearned increment that they have not been responsible for creating. So that means ought to be devised that the Government could buy the surrounding land at the same price paid for the first tract whenever the owners desired to sell. Whether that can be worked out I do not know, but I throw the thought out as worthy of consideration.

In carrying out the work of labor distribution our first problem was that of dealing with the harvest hands in the Middle West, and then the work of industrial institutions. In brief we have come to this conclusion, that the proper course for us to pursue is to have the municipal, the State and the Federal agencies operating in the same suite of rooms, with the municipal agency utilizing its close touch with the people of the community for the gathering and dissemination of information relative to employment; the State agency utilizing its close touch with people in the State for the purpose of gathering and disseminating information; the Federal institution utilizing its broader field and its franking privilege in order to keep both branches in touch with exterior points; and that by the three cooperating in the same building and in the same suite of rooms you have created but one central clearing house for labor, and there would not be the mixed condition that would grow out of having the three labor bureaus in the same city working separately. There could be as many branches as the needs of the city or State required, but they should all be managed

cooperatively. By doing so we can reduce unemployment to the minimum, and having reduced it to the minimum we can proceed to deal with the problem of the unemployed who still remain, free from the embarrassment of having a large number of unemployed.

I thank you gentlemen from the various States and cities for your courtesy in responding to our invitation to be here. I want to assure you that we seek to cooperate with you to the fullest extent in solving these great problems of unemployment and a sensible, practical back-to-the-land movement that can be worked out on a sound basis.

LABOR DISTRIBUTION BY THE FEDERAL DEPARTMENT OF LABOR.

With the close of December, 1915, the Division of Information practically completes the first nine-month period of its activities under its present broadened and improved system of labor distribution. An account of the organization and work of the division up to July, 1915, will be found in the *MONTHLY REVIEW* for July, 1915.

While this extension of the work of the division begins with the latter part of the fiscal year 1914, none of the arrangements were in full operation until sometime in February last, and it was well along in March before the entire machinery could be said to be in working order.

The following table classifies by citizens of the United States and by aliens the number and percentage of each of these classes for whom places were secured from 1908 to 1915.

CITIZENSHIP OF PERSONS SECURING EMPLOYMENT THROUGH THE DIVISION OF INFORMATION OF THE BUREAU OF IMMIGRATION, 1908-1915.

[Source: Annual Reports of the Chief of the Division of Information, Washington, 1908-1915.]

Fiscal year ending June 30—	Number.			Per cent.		
	United States citizens.	Not naturalized.	Total	United States citizens.	Not naturalized.	Total
1909.....	517	4,491	5,008	10.32	89.68	100.00
1910.....	562	3,721	4,283	13.12	86.88	100.00
1911.....	500	4,676	5,176	9.66	90.34	100.00
1912.....	923	4,884	5,807	15.89	84.11	100.00
1913.....	964	4,061	5,025	19.18	80.82	100.00
1914.....	533	2,835	3,368	15.83	84.17	100.00
1915.....	8,114	3,757	11,871	68.40	31.60	100.00

The statistics published by the division show that for the years 1908 to 1915, inclusive, the percentage of United States citizens, as compared with foreign-born, not naturalized, for whom employment was secured, was the lowest in this period in 1911, when it was 9.66, and the highest in 1913 when it was, 19.18; but in 1915 this percentage rose to 68.4.

In considering these the decrease in immigration beginning in August, 1914, and continuing up to this date must be taken into

account. The absolute figures however show a very large increase in the number of United States citizens seeking employment through the division.

The following table shows the number of applications for positions made to the Division of Information and the number of places filled and the number of applications per 100 places filled, 1908 to 1916.

TOTAL APPLICATIONS MADE TO THE DIVISION OF INFORMATION OF THE BUREAU OF IMMIGRATION SINCE ITS ORGANIZATION, SEPTEMBER, 1907, PLACES FILLED, AND NUMBER OF APPLICATIONS PER 100 PLACES FILLED.

Fiscal year ending June 30—	Applicants for positions.	Places filled.	Number of applications per 100 places filled.
1908.....	(1)	840	.....
1909.....	26,477	4,168	635.2
1910.....	18,239	4,283	425.8
1911.....	30,657	5,176	592.3
1912.....	26,213	5,807	451.4
1913.....	19,891	5,025	395.8
1914.....	19,393	3,368	575.8
1915.....	90,119	11,871	759.1
1916 (6 months).....	85,247	29,519	288.8

¹ Not reported.

Since May, 1915, the statistics of the operations of the division were considerably extended so as to show not only the number of applicants for positions and places filled, but also the number of calls for help from employers and the number actually employed of these so referred. This additional information has been tabulated in the following statement:

OPERATIONS OF THE DIVISION OF INFORMATION, BUREAU OF IMMIGRATION
DURING THE MONTHS OF MAY TO DECEMBER, 1915.

Month.	Number of applications for help.	Number of persons applied for.	Number of applicants for places.	Number referred to employment.	Number actually employed.	Number of applications per 100 places filled.
May.....	638	3,826	12,132	3,752	3,495	347.1
June.....	1,249	3,601	14,530	5,131	4,646	312.7
July.....	1,160	8,665	18,061	6,360	6,035	299.3
August.....	1,279	7,931	17,827	7,321	6,757	263.8
September.....	1,201	4,551	13,334	5,671	5,405	246.8
October.....	1,104	5,423	12,215	5,460	5,006	244.0
November.....	847	4,650	11,908	4,459	4,146	237.2
December.....	698	3,588	11,902	2,622	2,170	548.5

CONCILIATION WORK OF THE DEPARTMENT OF LABOR,
DECEMBER 16, 1915, TO JANUARY 15, 1916.

On the authority contained in the organic act of the department to mediate in labor disputes and to appoint commissioners of conciliation in its discretion, the Secretary of Labor, through the commissioners of conciliation, exercised his good offices in five labor

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disputes between December 16, 1915, and January 15, 1916. The establishments involved in these controversies, the number of employees affected, and the results secured, so far as available, are shown in the following statement:

NUMBER OF LABOR DISPUTES HANDLED BY THE DEPARTMENT OF LABOR THROUGH ITS COMMISSIONERS OF CONCILIATION, DEC. 16, 1915, TO JAN. 15, 1916.

Name and locality.	Workmen affected.		Result.
	Directly.	Indirectly.	
Strike, Studebaker Co., South Bend, Ind.....	100	4,500	Amicable adjustment.
Federal Glass Co., Columbus, Ohio.....			Pending.
Shirt-waist workers, Philadelphia.....			Pending.
New Haven Clock Co., New Haven, Conn.....			Pending.
Metal polishers, Meriden, Conn.....			Pending.

IMMIGRATION DURING NOVEMBER AND DECEMBER, 1915.

The November and December bulletins issued by the Bureau of Immigration show very little change in the number of aliens arriving during these months as compared with the months immediately preceding. The number departing, however, shows a considerable per cent of decrease. The average number of immigrant aliens admitted during the period January 1 to October 31, 1915, was 21,523 per month, and the average number of emigrant aliens departing for the same period was 13,518 per month. During the two months named the number of immigrant aliens admitted was 24,545 and 18,951 for the respective months, and the number of emigrant aliens departing during the same months was 14,483 and 10,974, respectively.

A comparison with the figures for the corresponding months of 1914 shows percentage decreases in the number of alien immigrants admitted during the months under review of 6.7 and 9.5, and in the number of emigrant aliens departing, decreases of 37.3 and 53.9 per cent for the respective months.

Preliminary reports for January 1 to 15, 1916, show a gradual increase in the number of all aliens arriving (immigrant and non-immigrant) over the corresponding period of 1915. Thus, on January 7, over the 10-day period preceding, the increase was 8 per cent; on January 8, 24 per cent; on January 9, 32 per cent; on January 10, 62 per cent; on January 11, 49 per cent; on January 12, 36 per cent; on January 13, 19 per cent; on January 14, 21 per cent; and on January 15, 25 per cent.

The table which follows shows the percentages of decrease in immigration and emigration in 1915 as compared with 1914, by months. As both immigration and emigration had decreased considerably during the last half of 1914, the percentages if compared with 1913 would be much larger.

DECREASE, IN PER CENT, OF ADMISSIONS AND DEPARTURES OF ALIENS IN EACH MONTH, 1915 AS COMPARED WITH 1914.

	Jan.	Feb.	Mar.	Apr.	May.	June.	July.	Aug.	Sept.	Oct.	Nov.	Dec.
Decrease, in per cent, of immigrant aliens admitted	65.4	70.4	79.2	79.5	75.8	68.5	64.4	41.8	15.9	16.3	6.7	9.8
Decrease, in per cent, of emigrant aliens departing	49.6	58.5	42.6	63.5	62.8	71.8	65.5	3.3	21.7	30.7	37.3	53.9

¹ Increase.

The table which follows shows for the months of November and December, 1914 and 1915, the number of immigrant aliens admitted and of emigrant aliens departing, by races, and the percentage of decrease as compared with the corresponding months of 1914.

IMMIGRANT ALIENS ADMITTED TO AND EMIGRANT ALIENS DEPARTING FROM THE UNITED STATES DURING NOVEMBER AND DECEMBER, 1914 AND 1915.

Race.	Admitted.				Departing.			
	November—		December—		November—		December—	
	1914	1915	1914	1915	1914	1915	1914	1915
African (black).....	389	331	215	174	196	390	98	115
Armenian.....	90	90	84	43	7	54	9	16
Bohemian and Moravian.....	102	72	97	48	1	3	1	6
Bulgarian, Servian, and Montenegrin.....	363	99	201	91	372	20	230	9
Chinese.....	184	164	213	210	329	288	241	309
Croatian and Slavonian.....	85	110	44	96	13	6	4	11
Cuban.....	168	257	82	108	140	107	311	177
Dalmatian, Bosnian, Herzegovinian.....	19	8	11	12	1	1	-----	1
Dutch and Flemish.....	799	762	405	665	52	57	53	56
East Indian.....	13	4	3	8	18	21	28	4
English.....	3,887	3,540	3,100	2,874	811	916	849	847
Finnish.....	239	397	224	644	11	34	32	61
French.....	1,199	2,260	960	1,215	361	189	171	207
German.....	1,836	1,092	1,172	989	44	95	46	76
Greek.....	1,036	853	876	521	888	267	1,688	881
Hebrew.....	1,063	1,576	743	1,230	20	25	20	18
Irish.....	2,158	2,896	1,284	1,149	247	276	197	168
Italian (North).....	878	431	1,233	191	801	347	899	674
Italian (South).....	3,609	2,441	4,047	941	15,907	8,440	14,872	4,097
Japanese.....	754	590	702	626	96	99	68	51
Korean.....	16	7	20	1	6	-----	7	2
Lithuanian.....	74	53	39	39	7	3	9	-----
Magyar.....	141	102	84	115	49	31	9	28
Mexican.....	715	1,008	847	1,538	81	103	81	67
Pacific Islander.....	-----	-----	1	-----	-----	-----	-----	-----
Polish.....	301	339	199	477	35	20	113	13
Portuguese.....	319	658	142	1,076	331	407	551	430
Roumanian.....	25	82	21	90	31	3	78	27
Russian.....	319	449	164	550	461	274	840	292
Ruthenian (Russniak).....	68	94	27	71	3	-----	2	2
Scandinavian.....	2,966	1,318	1,000	1,260	219	277	365	656
Scotch.....	1,543	1,380	1,201	1,030	194	207	196	185
Slovak.....	76	99	38	66	-----	5	-----	5
Spanish.....	422	597	352	471	211	321	379	534
Spanish-American.....	70	119	105	84	52	36	47	36
Syrian.....	324	69	95	37	16	12	11	6
Turkish.....	19	5	21	9	6	4	13	3
Welsh.....	110	112	107	91	20	32	11	43
West Indian (except Cuban).....	61	64	36	39	37	57	70	73
Other peoples.....	128	47	160	21	31	37	24	19
Not specified.....	-----	-----	-----	-----	1,005	1,019	1,148	769
Total.....	26,298	24,545	20,944	18,901	23,100	14,483	23,821	10,974
Per cent decline, 1915.....	-----	6.7	-----	9.8	-----	37.3	-----	53.9

RETAIL PRICES OF FOOD IN THE UNITED STATES.

Bulletin No. 184, showing the retail prices of the principal articles of food in each of 45 important industrial cities of the United States, has just been issued by the Bureau of Labor Statistics. This bulletin, which is one of a series on retail prices published by the bureau, shows actual prices for January to June, 1914, and January to June, 1915, and also summarizes retail prices for the period from 1907 to June, 1915.

Later figures showing the course of prices in the United States are now available for September, 1915.

These figures show that prices, as a whole, in September, 1915, were 1 per cent less than in January, 1915, and were the same as for the year 1914. The lowest point in the nine months of 1915 was reached in March, when prices were 5 per cent lower than in September.

From July, 1915, to September, 1915, there was an increase of 1 per cent in the price of all articles combined, although 11 of the 17 articles declined in price and 4 remained the same. The 2 articles which increased in price, however, made a marked advance, particularly eggs, which jumped 25 per cent, largely due to change in season.

In September, 1915, however, prices showed a decline from September, 1914, of 5 per cent and were the same as for September, 1913.

The following table shows for nine months of 1915, January to September, inclusive, the relative prices of each of the 17 articles and also the relative prices of the 17 articles combined and weighted according to the average consumption in workingmen's families:

RELATIVE RETAIL PRICES OF THE PRINCIPAL ARTICLES OF FOOD ON THE 15TH OF EACH MONTH, JANUARY TO SEPTEMBER, 1915, INCLUSIVE.

[Average price for 1914=100.]

Commodity.	Jan. 15.	Feb. 15.	Mar. 15.	Apr. 15.	May 15.	June 15.	July 15.	Aug. 15.	Sept. 15.
Sirloin steak.....	98	96	95	97	99	101	103	102	102
Round steak.....	96	95	93	95	98	99	101	101	100
Rib roast.....	98	97	96	97	98	100	101	101	100
Chuck roast.....	96	94	93	93	95	96	97	97	96
Plate boiling beef.....	98	97	96	96	97	97	97	97	97
Pork chops.....	84	81	81	90	95	94	96	98	103
Bacon, smoked.....	99	97	96	96	97	98	99	99	98
Ham, smoked.....	97	95	93	93	94	95	96	96	95
Lard, pure.....	99	98	98	97	97	97	94	91	89
Hens.....	93	95	97	98	99	96	95	95	95
Wheat flour.....	120	133	131	132	134	125	120	119	113
Corn meal.....	104	104	104	104	104	104	103	103	103
Eggs.....	126	96	73	74	74	76	79	86	99
Butter, creamery.....	106	104	99	99	96	96	95	93	93
Potatoes, Irish.....	78	77	76	79	82	91	78	75	73
Sugar, granulated.....	101	109	111	113	115	117	117	113	109
Milk, fresh.....	100	100	99	98	98	98	98	98	98
All commodities combined ..	101	98	95	96	97	97	99	99	100

WHOLESALE PRICES IN 1914.

According to Bulletin No. 181 of the Bureau of Labor Statistics, wholesale prices in the United States, as measured by the aggregate value in exchange of 340 representative commodities, were nearly 1 per cent lower in 1914 than in 1913. In each of four groups, viz., cloths and clothing, fuel and lighting, metals and metal products, and lumber and building materials, more than half of the commodities decreased in price from 1913 to 1914. Decided decreases occurred in the yearly average prices of cotton yarns, print cloths, storm serge, Silician cloth, worsted yarns, coke, gasoline, crude petroleum, bar iron, copper ingot, sheet copper, copper wire, iron ore, pig lead, lead pipe, pig iron, cast-iron pipe, steel billets, steel-tank plates, steel sheets, structural steel, pig tin, wood screws, brick in New York City, plate glass, Douglas fir, rosin, and cedar shingles. Increases in price are shown for cotton blankets, boots and shoes, leather, 10-4 bleached sheeting, quicksilver, linseed oil, turpentine, and a few other articles in the four groups named.

A majority of the articles which increased in price between 1913 and 1914 belong to the farm products and food groups. Within these two groups, comprising 124 series of price quotations, 72 commodities or grades of commodities increased in price, 44 decreased, and 8 were unchanged. The articles showing the greatest increase were corn, oats, rye, wheat, flaxseed, New York State hops, calfskins, peanuts, tobacco, canned corn, rye flour, wheat flour, fresh and evaporated apples, prunes, raisins, corn meal, sugar, cabbage, onions, potatoes, and vinegar. Some of the articles in these two groups which decreased in price were cotton, butter, canned tomatoes, coffee, lemons, and oranges.

Of 10 commodities classed as drugs or chemicals, 5 increased in price, 4 remained stationary, and 1 decreased in price in 1914, compared with 1913. The 5 articles showing an increase were alum, glycerin, grain alcohol, opium, and quinine. The article which decreased in price was wood alcohol.

Of the 340 series of prices secured by the bureau for 1913 and 1914, 122 series showed an increase between these two years, 154 showed a decrease, while no change occurred in the case of 64 series.

The most marked fluctuations during 1914 occurred in the prices of articles belonging to the farm products, food, metals and metal products, and fuel and lighting groups. Farm products increased in price from January to August, after which they steadily declined. In the food group prices were lowest in March, April, and May, increasing to their maximum in September, while in the metals and metal products group, and also in that of fuel and lighting, prices were highest in the first three months of the year and lowest in the

last three. Drugs and chemicals were lowest during the first eight months and highest during the last four months of the year. In the remaining groups, taken as a whole, prices showed a rising tendency during the earlier part and a falling tendency during the latter part of 1914.

The report shows that violent fluctuations took place during 1914 in the prices of many commodities, particularly foodstuffs. Comparing the lowest with the highest average monthly price within the year for those articles showing a net increase, it is seen that granulated sugar varied 83 per cent; rye, 79 per cent; opium, 63 per cent; alum, 57 per cent; glycerin, 37 per cent; wheat in Minneapolis, 36 per cent; contract corn in Chicago, 32 per cent; and oats, 31 per cent. Of the articles for which a net decline in price for the year is reported, cotton in New Orleans shows a variation of 50 per cent between the highest and the lowest average monthly price; crude petroleum, 42 per cent; cottonseed oil, 31 per cent; linseed oil, 25 per cent; and ingot copper, 24 per cent.

In computing the index number published in the bulletin, and which is designed to show changes in the general price level from year to year, the base period from which price fluctuations are measured has been shifted from the 10 years, 1890-1899, used in former reports, to the last completed year, 1914. This change was made for the double purpose of utilizing the latest and most trustworthy price quotations as the basis for the computations and also to permit of the addition of new articles to those formerly included in the index number. The former method of averaging the relative prices of individual commodities to obtain group and general index numbers has also been superseded in the present report by the method of constructing these index numbers from the aggregate value of all commodities exchanged year by year from 1890 to 1914. The old form of presentation, however, has been retained in conjunction with the new form in order that direct comparison with preceding wholesale price reports of the bureau may be made.

STRIKES AND LOCKOUTS IN THE UNITED STATES FROM JULY THROUGH DECEMBER, 1915.

According to data compiled by the United States Bureau of Labor Statistics from the various sources at its command, the number of strikes and lockouts during the six months, July to December, inclusive, was 735. The total number of strikes and lockouts occurring during the 12 months of the calendar year, including a few that began prior to January 1, 1915, but have been settled during the year, was 1,393. Inasmuch as strikes that start toward the end of a

month are sometimes not brought to the attention of the bureau until the following month, it is possible that the corrected figures for 1915 will show a total number of strikes exceeding 1,400, a number larger than that reported for 1914—1,080.

The following table, which has been corrected for months previous to December as reports have come in during the latter month, shows the number of strikes and lockouts begun in each of the months of July to December, inclusive, but excluding 60 strikes and 9 lockouts which started during months not specified. The strikes and lockouts were distributed among the months as follows:

NUMBER OF STRIKES AND LOCKOUTS, JULY THROUGH DECEMBER, 1915, BY MONTHS.

	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Total.
Strikes.....	93	136	152	95	86	52	614
Lockouts.....	5	6	10	8	6	4	39
Total.....	98	142	162	103	92	56*	653

A brief account of the character of the strikes occurring from July to November may be found in the January number of the *MONTHLY REVIEW*. The data in the tables which follow relate to 113 strikes and lockouts concerning which information was received by the bureau during the month of December, and includes strikes and lockouts which occurred in previous months as follows: November, 15; October, 2; September, 2; July, 1; and 37 for which the dates of commencement were not reported but occurred for the most part in the months of November or December.

Three-fourths of the strikes reported during December were in the northeastern section of the country, and all but 15 were in the States east of the Mississippi and north of the Potomac and the Ohio Rivers. The following table shows the States in which 5 or more strikes occurred:

STATES IN WHICH 5 OR MORE STRIKES OCCURRED DURING DECEMBER, 1915.

State.	Strikes.	Lockouts.	Total.
New York.....	26	3	29
Pennsylvania.....	19	3	22
Massachusetts.....	12	.....	12
Ohio.....	9	1	10
Connecticut.....	6	.....	6
Illinois.....	5	.....	5
15 other States.....	25	4	29
Total.....	102	11	113

Two of these strikes were confined to women and 12 included both men and women. No lockouts were reported in which women were concerned.

The industries in which nine or more strikes and lockouts were reported were as follows:

NUMBER OF STRIKES AND LOCKOUTS IN SPECIFIED INDUSTRIES, REPORTED DURING DECEMBER, 1915.

Industry.	Strikes.	Lockouts.	Total.
Metal trades.....	31	4	35
Clothing industries.....	21	1	22
Textile workers.....	9	2	11
Building trades.....	9	—	9
Miners.....	9	—	9
All others.....	23	4	27
Total.....	102	11	113

Of the disturbances in the metal trades, 10 strikes and 3 lockouts were by machinists, 8 strikes by molders, and 5 by metal polishers; 7 of the miners' strikes were by coal men.

In 69 strikes and 9 lockouts the strikers were connected with unions; in 3 strikes the strikers were not connected with unions at the time of striking, but almost immediately organized themselves into unions; in the remaining strikes and lockouts, it was not stated whether the strikers had union affiliation or not.

In 84 cases the causes of the strikes and lockouts were given. Of these, 47 related to wages, 11 to hours, and 19 to recognition of the union. Very nearly three-fourths of the strikes were in regard to wages and hours.

PRINCIPAL CAUSES OF STRIKES AND LOCKOUTS REPORTED DURING DECEMBER, 1915.

Cause.	Strikes.	Lockouts.	Total.
Wage increase.....	21	—	21
Reduction of hours.....	2	—	2
Wages and hours.....	7	—	7
Wages and recognition.....	14	—	14
Wages, hours, and recognition.....	2	—	2
Recognition.....	3	—	3
Presence of nonunion men.....	12	—	12
Discharge of employees.....	3	—	3
Because of wage reduction.....	3	—	3
To prevent unionizing.....	—	5	5
Other causes.....	12	—	12
Total.....	79	5	84

In 48 of the strikes the number of the persons involved was reported to be 56,838. In 6 of these, each involving 1,200 or more, the number of strikers was 47,500, leaving 9,338 distributed among 42 strikes, or an average of about 222 persons connected with each strike, omitting the 4 largest, or about 1,173, if all are included. In 5 lockouts, the number of employees involved was reported to be 1,475, or an average of 295.

The duration of 29 strikes ending in December was given as 459 days, if we omit 1 strike, which had lasted for three years, making the average length of the 28 strikes about 16 days. Two lockouts terminated with a total cessation from work of 31 days.

REDUCTION OF HOURS OF LABOR IN THE MACHINE TRADES.

A movement for the reduction of hours of labor, notable for its rapid progress, has taken place in the machine trades since late in the summer of 1915. It has chiefly affected the firms having contracts for making war munitions, though not exclusively restricted to such establishments. The demands for reduced hours have usually come from machinists, although other occupations have joined, and in most establishments all employees have received the benefits in the reduction of hours which have been granted to machinists. Reduced hours of labor have in practically all cases been effected with no reduction in weekly wage, and in many cases with increased wages.

A partial list of the firms which had established the 8-hour day or granted a reduction in hours up to the middle of September was published in the October, 1915, issue of the REVIEW. The International Association of Machinists has furnished the bureau a list supplementing the earlier list of firms which had granted reductions of hours up to the end of 1915. The following firms have established an 8-hour day, with reductions in most cases of 7 hours in a working week.

Bridgeport, Conn.:	Springfield, Mass.—Concluded.
American Graphophone Co.	Hendee Motorcycle Co.
Lake Torpedo Boat Co.	Kibbie Candy Co.
Meriden, Conn.:	Knox Automobile Co.
New England Westinghouse Co.	Knox Motor Co.
New Haven, Conn.:	National Equipment Co.
Geometric Tool Co.	Package Machinery Co.
Sheldon, Conn.:	Rider Bagg Co.
The R. N. Basset Shop.	Russell Machine Co.
Wilmington, Del.:	Stacy Machine Co.
Vogel Machine Co.	United States Saw Co.
Chicago, Ill.:	Detroit, Mich.:
Stewart Warner Speedometer Co.	Siewek Bros.
Western Electric Co.	The Studebaker Corporation.
Baton Rouge, La.:	Camden, N. J.:
Standard Oil Co.	Victor Talking Machine Co.
Baltimore, Md.:	Garwood, N. J.:
Pool Engineering Co.	Bell Electric Co.
Universal Machine Co.	Hyatt Roller and Bearing Co.
Lowell, Mass.:	Perth Amboy, N. J.:
Heinze Electric Co.	American Smelting & Refining Co.
U. S. Cartridge Co.	Annes-Potter Brick Co.
Springfield, Mass.:	Barber Asphalt Co.
Barley Machine Co.	Lyons-Flynn Co.
Barney & Berry (Inc.).	Perth Amboy Dry Dock.
Bausch Machine Tool Co.	Raritan Dry Dock Co.
Bay State Corset Co.	Raritan Copper Works.
Blake Machine Co.	R. & H. Chemical Co.
Duckworth Chain Co.	Shantz & Exkert.
Gilbert & Barker Co.	Standard Cable Co.

Perth Amboy, N. J.—Concluded.
 Union Lead Co.
 United States Cartridge Co.
 Patrick Whites.
 Plainfield, N. J.:
 Manganese Steel Safe Co.
 South Plainfield, N. J.:
 Spicer Manufacturing Co.
 Trenton, N. J.:
 J. L. Mott.
 Harry Stahl.
 E. Wilkes.
 New York City and vicinity:
 Adriance Machine Co.
 Acme Die Casting Co.
 Auto Press Co.
 Blair Machine Co.
 Bliss Manufacturing Co.
 Cameron Machine Co.
 Carpenter Tool Co.
 Hoe Printing Press Co.
 Doehler Die Casting Co.
 W. W. Kellogg Co.
 Notham Manufacturing Co. (49 hours).
 Rockwell Engineering Co.
 Schroeder Machine Co.

New York City and vicinity—Concluded.
 Sperry Gyroscope Co.
 Wappler's Electric Co.
 Cincinnati, Ohio:
 United States Printing & Lithograph Co.
 United States Playing Card Co.
 Cleveland, Ohio:
 Cleveland Automatic Co.
 F. B. Stearns Auto Manufacturing Co.
 Sewer & Morgan Co.
 Springfield, Ohio:
 Springfield Machine Tool Co.
 Toledo, Ohio:
 American Can Co.
 Bock Bearing Co.
 City Machine Tool Co.
 Consolidated Manufacturing Co.
 O'Neill Machine Co.
 Youngstown, Ohio:
 William Todd Co.
 Pittsburgh, Pa.:
 Pittsburgh Machine Tool Co.
 Providence, R. I.:
 Providence Engineering Co.
 Milwaukee, Wis.:
 Milwaukee Die & Casting Co. (44 hours a week).

The following firms have granted reductions in hours, although the hours are still somewhat in excess of the straight 8-hour day:

Forty-nine and one-half hours per week.

Columbus, Ohio: Hearne Manufacturing Co., Rudd Manufacturing Co., Shiriner Co., Modern Tool & Die Co.

Fifty hours per week.

Connecticut: New Departure Roller Bearing Co., Bristol; Birmingham Foundry & Machine Co., Derby. New Jersey: Wickes Bros., Jersey City; J. A. Roebling Co., Trenton. New York City and vicinity: Davis Bourville Co.

Fifty-four hours per week.

Connecticut: Hende Machine Co., Torrington. Pennsylvania: Westinghouse Co., East Pittsburgh.

EMPLOYMENT IN NOVEMBER AND DECEMBER, 1915.

In the January, 1916, **MONTHLY REVIEW** figures were published showing for several industries for the months of October and November, 1915, the total number of persons employed and the total amount paid out in wages in a number of representative establishments, with

percentages indicating the change in these items in November as compared with October. The purpose of these figures was to compare the volume of employment in the different months.

The data were secured on blanks sent to representative establishments. Announcement was made that these figures would be continued from month to month. Following suggestions received, the inquiry sent out at the end of the year for December, 1915, figures included a request for December, 1914, figures also. The returns for December have not been as satisfactory as for November. In order that manufacturers may see the scope of the inquiries and the results obtained, the table below shows the number of establishments to which inquiry was sent and the number of replies received. It is the purpose of the bureau to make these figures of practical service as well as of interest to manufacturers. The bureau desires to enlarge this feature of its statistical work to include more establishments in the industries already covered and to take on other industries, but at the same time it desires to establish a list of firms that will cooperate and furnish reports regularly in the industries here covered before extending the work. Each establishment to which inquiry is sent is requested, therefore, to send in a report promptly that it may reach Washington not later than the twelfth of the month following the month reported.

Two tables are here presented, one making a comparison between the figures of November and December, 1915, and the other between December, 1914, and December, 1915:

COMPARISON OF EMPLOYMENT IN IDENTICAL ESTABLISHMENTS IN NOVEMBER AND DECEMBER, 1915.

Industry.	Establishments to which inquiries were sent.	Establishments reporting.	Period of pay roll.	Employees.			Earnings.		
				Number on pay roll in—		Per cent of increase (+) or decrease (-).	Amount of pay roll in—		Per cent of increase (+) or decrease (-).
				November.	December.		November.	December.	
Boots and shoes.....	89	55	1 week.	39,609	43,166	+9.0	\$498,343	\$544,659	+9.3
Cotton goods.....	101	47	do.....	37,099	37,365	+.7	305,211	299,544	-1.9
Cotton finishing.....	20	8	do.....	7,580	7,680	+1.3	83,377	85,573	+2.6
Hosiery and underwear.....	82	44	do.....	23,606	23,940	+1.4	211,620	224,111	+5.9
Iron and steel.....	133	80	½ month.	111,261	116,260	+4.5	3,797,463	4,112,076	+8.3

Comparing December, 1915, with the month immediately preceding, a material advance is seen. Each industry shows an increase in the number of persons employed, and each industry, except cotton goods, shows an increase in the earnings of its employees. November figures were not asked for in the silk and woolen industries.

COMPARISON OF EMPLOYMENT IN IDENTICAL ESTABLISHMENTS IN DECEMBER,
1914, AND DECEMBER, 1915.

Industry.	Establishments to which inquiries were sent.	Establishments reporting.	Period of pay roll.	Employees.			Earnings.		
				Number on pay roll in—		Per cent of increase (+) or decrease (-).	Amount of pay roll in—		Per cent of increase (+) or decrease (-).
				Decem- ber, 1914.	Decem- ber, 1915.		Decem- ber, 1914.	Decem- ber, 1915.	
Boots and shoes.....	88	59	1 week..	39,662	44,552	+12.3	\$456,654	\$569,522	+24.7
Cotton goods.....	91	54	...do....	42,178	43,111	+2.2	325,501	341,808	+5.0
Cotton finishing.....	20	8	...do....	6,984	7,680	+10.0	68,463	85,573	+25.0
Hosiery and underwear.....	82	42	...do....	21,827	23,581	+8.0	178,199	222,980	+25.1
Iron and steel.....	133	89	½ month.	90,662	123,257	+36.0	2,502,766	4,307,821	+72.1
Silk.....	62	31	2 weeks.	17,307	18,151	+3.7	310,137	385,575	+24.3
Woollen.....	51	14	2 weeks.	6,452	7,196	+11.5	62,637	77,666	+24.0

Reports are received for different lengths of pay rolls from different establishments. In order that each establishment may have a proper weight in the aggregate, pay rolls are reduced to an approximately common basis, the one most frequently reported. Thus a majority of the iron and steel pay rolls are for a half month. Hence in a very few one-month rolls the amount of earnings is divided by two, and in a few one-week pay rolls the amount is multiplied by two. The two-weeks' pay rolls are counted as a half month. The pay rolls of each establishment being of the same length in the two different months compared, the proportion for the two months is preserved. The number of employees is used as reported, regardless of the length of the pay-roll period. This breaks very slightly the comparability of the figures for different establishments because of the increase in the labor turnover with the increase in the length of the pay-roll period.

The second table shows a most pronounced increase in December, 1915, as compared with December, 1914. More men are employed in each industry, the increase varying from 2.2 per cent in cotton goods to 36 per cent in the iron and steel industry. Aggregate pay rolls increased to a far greater extent, from 5 per cent in the cotton industry to 72.1 per cent in iron and steel. Many establishments reported short-time work in December, 1914, but nearly all were on full time in December, 1915.

In addition to the data presented in the above table for number of employees on the pay roll, 87 establishments in the iron and steel industry returned 120,676 employees as actually working on the last full day of the pay period reported for in December, 1915, as against 85,842 for the reported pay-roll period in December, 1914, an increase of 40.6 per cent.

STATE AND MUNICIPAL PUBLIC EMPLOYMENT BUREAUS.

In the preceding issue of the MONTHLY REVIEW the bureau began the publication of reports of the operation of State and municipal public employment bureaus in the different States. In that issue facts were presented covering the work of State and city bureaus in various cities of six States for the month of November, and for the bureau at Richmond, Va., for 11 months, and for Fort Worth, Tex., for December, 1914, and each month of the year 1915. In continuation of that information the returns from State employment bureaus in 11 States and municipal employment bureaus in 7 States are here presented. The report includes returns for the month of November from bureaus not included in the preceding publication that have reported those data since the publication of the last issue of the MONTHLY REVIEW, and for the month of December, 1915, for all bureaus that have furnished information for the month of December. The figures representing the work for the month of December, 1914, for such bureaus as were able to furnish that information are also presented for comparative purposes.

OPERATIONS OF FREE PUBLIC EMPLOYMENT OFFICES, 1914 AND 1915.

State and city.	Number of applications from employers.	Number of persons asked for by employers.	Number of persons applying for work.	Number of persons referred to positions.	Number of positions filled.
California (municipal):					
Berkeley—					
December, 1914.....	79	(2)	102	79	79
December, 1915.....	144	156	¹ 149	156	156
Sacramento, December, 1915.....	147	175	156	175	175
Total, December, 1915.....	291	331	¹ 305	331	331
Colorado (State):					
Colorado Springs, November, 1915.....	54	516	642	490	490
Denver, No. 1, November, 1915.....	26	219	311	219	219
Denver, No. 2, November, 1915.....	21	136	427	113	113
Pueblo, November, 1915.....	15	215	221	213	213
Total.....	116	1,086	1,601	1,035	1,035
Connecticut (State):					
Bridgeport—					
December, 1914.....	(2)	155	270	(2)	145
December, 1915.....	(2)	760	954	(2)	679
Hartford—					
December, 1914.....	(2)	159	316	(2)	134
December, 1915.....	(2)	466	673	(2)	347
New Haven—					
December, 1914.....	(2)	132	258	(2)	100
December, 1915.....	(2)	428	364	(2)	302
Norwich—					
December, 1914.....	(2)	44	61	(2)	36
December, 1915.....	(2)	180	241	(2)	171
Waterbury—					
December, 1914.....	(2)	127	182	(2)	103
December, 1915.....	(2)	183	189	(2)	110
Total—					
December, 1914.....	(2)	617	1,087	(2)	518
December, 1915.....	(2)	2,017	2,421	(2)	1,609

¹ Also 511 renewals.² Not reported.

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OPERATIONS OF FREE PUBLIC EMPLOYMENT OFFICES, 1914 AND 1915—Continued.

State and city.	Number of applications from employers.	Number of persons asked for by employers.	Number of persons applying for work.	Number of persons referred to positions.	Number of positions filled.
Kansas (State), Topeka:					
December, 1914.....	6	6	112	6	4
December, 1915.....	72	72	132	72	65
Kentucky (municipal): Louisville, December, 1915..	(*)	129	347	109	60
Massachusetts (State), 1914-1915:					
Boston—					
December, 1914.....	685	828	5467	61,383	723
December, 1915.....	1,402	1,695	935	2,672	1,267
Fall River—					
December, 1914.....	95	119	35	103	89
December, 1915.....	107	111	18	94	83
Springfield—					
December, 1914.....	283	331	117	407	257
December, 1915.....	620	786	145	869	624
Worcester—					
December, 1914.....	260	299	432	516	240
December, 1915.....	504	720	421	983	515
Total—					
December, 1914.....	1,323	1,577	1,051	2,409	1,309
December, 1915.....	2,723	3,312	1,519	4,618	2,489
Michigan (State):					
Detroit, November, 1915.....	(*)	3,907	(*)	(*)	3,907
Flint, November, 1915.....	(*)	509	(*)	(*)	509
Grand Rapids, November, 1915.....	(*)	844	(*)	(*)	844
Jackson, November, 1915.....	(*)	598	(*)	(*)	598
Kalamazoo, November, 1915.....	(*)	372	(*)	(*)	372
Saginaw, November, 1915.....	(*)	771	(*)	(*)	771
Total.....	(*)	7,001	(*)	(*)	7,001
Minnesota (State):					
Duluth—					
December, 1914.....	(*)	(*)	(*)	(*)	454
December, 1915.....	(*)	(*)	(*)	(*)	618
Minneapolis—					
December, 1914.....	(*)	(*)	(*)	(*)	894
December, 1915.....	(*)	(*)	(*)	(*)	1,211
St. Paul—					
December, 1914.....	(*)	(*)	(*)	(*)	495
December, 1915.....	(*)	(*)	(*)	(*)	756
Total—					
December, 1914.....	(*)	(*)	(*)	(*)	1,843
December, 1915.....	(*)	(*)	(*)	(*)	2,585
Missouri (State):					
Kansas City—					
December, 1914.....	(*)	125	242	(*)	131
December, 1915.....	(*)	149	185	(*)	132
St. Louis—					
December, 1914.....	(*)	141	580	(*)	122
December, 1915.....	(*)	351	536	(*)	312
St. Joseph—					
December, 1914.....	(*)	464	488	(*)	454
December, 1915.....	(*)	659	620	(*)	615
Total—					
December, 1914.....	(*)	740	1,310	(*)	707
December, 1915.....	(*)	1,159	1,341	(*)	1,059
Montana (municipal): Butte, December, 1915.....	405	(*)	685	405	330
New Jersey (municipal): Newark, November, 1915.....	1,322	1,662	695	(*)	1,369
New York (State), December, 1915:					
Albany.....	278	416	547	571	312
Buffalo.....	440	710	679	836	539
New York City (Brooklyn).....	782	1,410	1,337	1,506	787
Rochester.....	562	894	644	989	604
Syracuse.....	443	572	501	596	442
Total.....	2,505	4,002	3,708	4,498	2,684

¹ Also 3 renewals.² Also 14 renewals.³ Not reported.⁴ Also 1,186 renewals.⁵ Number who were registered.⁶ Number of offers of positions.⁷ Also 299 renewals.⁸ Also 219 renewals.⁹ Also 502 renewals.¹⁰ Also 269 renewals.¹¹ Also 147 renewals.¹² Also 1,366 renewals.

OPERATIONS OF FREE PUBLIC EMPLOYMENT OFFICES, 1914 AND 1915—Concluded.

State and city.	Number of applications from employers.	Number of persons asked for by employers.	Number of persons applying for work.	Number of persons referred to positions.	Number of positions filled.
Ohio (State), December, 1915:					
Akron.....	(1)	1,179	23,104	1,100	890
Cincinnati.....	(1)	1,112	25,180	1,041	780
Cleveland.....	(1)	5,231	49,017	3,940	3,277
Columbus.....	(1)	1,476	53,499	1,447	1,227
Dayton.....	(1)	946	6,2,073	823	754
Toledo.....	(1)	1,887	74,251	1,871	1,652
Youngstown.....	(1)	1,375	82,159	1,043	815
Total.....	(1)	13,206	29,283	11,265	9,395
Oklahoma (State), December, 1915:					
Enid.....	(1)	76	112	(1)	68
Muskogee.....	(1)	222	170	(1)	143
Oklahoma City.....	(1)	243	303	(1)	196
Tulsa.....	(1)	238	217	(1)	209
Total.....	(1)	779	802	(1)	616
Rhode Island (State):					
Providence—					
December, 1914.....	67	78	10,450	78	78
December, 1915.....	181	209	11,360	209	209
Texas (municipal):					
Dallas—					
December, 1914.....	90	174	1,186	220	174
December, 1915.....	96	132	12,80	190	132
Fort Worth, December, 1915.....	129	167	2,288	162	151
Total December, 1915.....	225	299	2,368	352	283
Virginia (municipal): Richmond, December, 1915.					
Washington (municipal):					
Seattle, November, 1915.....	971	1,406	(1)	1,406	1,406
Spokane, November, 1915.....	(1)	(1)	(1)	841	744
Tacoma, November, 1915.....	229	312	(1)	350	312
Total.....	18,1,200	18,1,718	(1)	2,507	2,462

¹ Not reported.² Also 2,268 renewals.³ Also 3,476 renewals.⁴ Also 6,369 renewals.⁵ Also 2,697 renewals.⁶ Also 1,352 renewals.⁷ Also 2,849 renewals.⁸ Also 1,388 renewals.⁹ Also 20,599 renewals.¹⁰ Also 129 renewals.¹¹ Also 26 renewals.¹² Also 10 renewals.¹³ Not including returns for Spokane.

WORKMEN'S COMPENSATION LEGISLATION OF 1914 AND 1915.

If proof were needed of the rapid growth of the idea of compensation of workmen for injuries received in the course of employment as a substitute for the old liability acts, it would be found in Bulletin No. 185 of the Bureau of Labor Statistics. The bulletin presents the legislation for the years 1914 and 1915, together with amendments to a number of earlier laws, which in some cases are so extensive as to necessitate the reprinting of the entire law. This bulletin is in effect a supplement to Bulletin No. 126, issued two years ago as a complete compilation up to that date of existing legislation in this field.

The legislation of the year 1914 included three States—Kentucky, Louisiana, and Maryland. One of these laws, that of Kentucky, was declared unconstitutional before it came into operation. That of Maryland superseded an earlier statute reported as unworkable.

The new laws of 1915 cover eight States—Colorado, Indiana, Maine, Montana, Oklahoma, Pennsylvania, Vermont, and Wyoming—besides the Territories of Alaska and Hawaii. The legislation of 1914 included also a presidential order providing a compensation system for employees of the Panama Canal and the Panama Railroad, while that of the current year includes a similar order extending the Federal compensation act of 1908 to workmen engaged on or about the Government railway in Alaska. With the legislation of these two years 31 States and the Territories of Alaska and Hawaii now have compensation laws. A Federal statute covers also about one-fourth of the civilian employees of the United States. All of this legislation has been enacted since 1908, and practically all of the existing legislation in the States since 1910.

Of the new laws of 1914 and 1915, one, that of Wyoming, must be classed as a compulsory insurance law, while those of Maryland and Oklahoma are compulsory compensation laws. In the other States, 8 in number, the law permits the employer to elect or reject the compensation act. In case he rejects it, however, he is deprived of the customary defenses under the liability laws.

Some of the newer laws have certain features which are of special interest and worthy of mention. The Oklahoma statute, for example, applies only to cases of nonfatal accidents, while in Wyoming all awards, whether for death or disability, are in the form of lump-sum payments arbitrarily fixed by the statute without regard to the earning capacity of the injured person. The Alaska statute also provides for lump-sum payments except for temporary disability. Legislation elsewhere has very generally provided for periodical payments graduated according to wage loss, and this method is favored by practically all authorities.

Of the new laws of 1914 and 1915, the Wyoming act is the least liberal, the compensation for death being limited to funeral expenses of \$50 and a maximum death benefit of \$2,000. In comparison with this the Colorado statute provides for a maximum of \$2,500, while the maximum of the Alaska statute is \$6,000. In cases of temporary disability the Colorado law is more illiberal than any other, as it provides for no compensation for disabilities not extending beyond three weeks. In the statutes of other States the waiting time has usually been fixed at one or two weeks, no State except Colorado fixing a longer period.

In the legislation of 1914 and 1915 special boards or commissions for administration continue to be preferred, the laws of Alaska and Wyoming being the only ones enacted during 1915 which do not have this provision. In Maine, Maryland, Oklahoma, and Vermont the administrative authorities are given no powers other than those

relating to the administration of the compensation acts. In Hawaii county boards with functions restricted to the compensation act are provided for. In Louisiana the law is administered by the courts.

The prevention of accidents, as well as compensation, is provided for in a number of the new laws. Thus, the Industrial Commission of Colorado is charged not only with the administration of the compensation act, but also with the duty of factory and mine inspection, the enforcement of woman and child labor laws, and safety laws generally. Corresponding provisions are found also in the laws of Indiana and Montana.

The bulletin contains a comparative analysis of existing workmen's compensation laws in the form of a large folding chart. Notwithstanding the efforts which have been made to bring about uniformity in compensation legislation, a comparison of the laws of the 31 States which have thus far enacted compensation laws shows the widest diversity in the methods and amounts of compensation payments and the scope of the various laws. Amending legislation is in general of a liberalizing character, either including new disabilities, as occupational diseases, or increasing the disability allowances, or introducing other details.

Promise of future progress in compensation legislation is found in the provision for a commission in Utah for the purpose of drafting a compensation bill and in the amendments to the constitutions of Pennsylvania and Wyoming and in the proposed amendment of the constitution of Oklahoma, the purpose of which is to permit the enactment of more inclusive and effective laws than is believed possible under the present laws of the States.

LABOR LEGISLATION OF 1915.

The annual summary of labor legislation in the United States, published by the Bureau of Labor Statistics, which appears as its Bulletin No. 186, covers the activities in this field during 1915 of 45 States, 2 Territories, and the Federal Congress. With three exceptions—Kentucky, Maryland, and Mississippi—every State in the Union held a legislative session, regular or extra, in 1915, and of these all but two—Louisiana and Virginia—enacted laws of special interest to labor. The bureau's report reproduces the text of all these labor laws and presents a concise review of each class of legislation. The workmen's compensation laws are omitted, having been published separately in the bureau's recently issued Bulletin No. 185.

Aside from the enactment of workmen's compensation laws, perhaps the most significant feature of the legislation of the year is the growth of the industrial commission plan, uniting in one authority the administration of workmen's compensation, factory inspection,

and other labor laws. This plan was adopted in 1915 in Colorado, Indiana, Montana, Nevada, and New York.

Especially notable in the legislation of the year was the attention given to the subject of unemployment and public employment offices. In Illinois a commission on unemployment, consisting of three representatives of labor, three of employers, and three of the public, was established to report at the next legislative session. In connection with the State employment offices a general advisory board was established to investigate and deal with unemployment. California and Nevada passed resolutions calling for investigation of unemployment. In Idaho emergency employment is to be provided by county boards of commissioners for unemployed citizens of the United States who have been for six months residents of the State. Employment is to be on the highways at rates to be fixed by the county boards, not more than 60 days' work of this kind to be furnished any person within one year. One-half of the expense is to be borne by the State, and refusal to perform the work assigned debars one from this form of relief for the period of one year.

Public employment offices were provided for in California, Idaho, Iowa, New Jersey, and Pennsylvania, and provision was made for the extension of the system of public employment offices in Illinois, Michigan, and Oklahoma. The licensing and supervision of private employment offices were provided for in seven States—Colorado, Nebraska, Oregon, Pennsylvania, Rhode Island, Texas, and Wisconsin—while Idaho prohibited the maintenance of private employment agencies operated for profit.

Laws relating to the employment of women and children were quite as numerous as in preceding years. Notable among these were the minimum-wage laws enacted by Arkansas and Kansas, making 11 States which now have such legislation. California, Massachusetts, and Washington passed amendments to their minimum-wage laws, not, however, involving any important modifications. In Idaho a commission to investigate the subject of minimum-wage legislation was provided for.

Considerable progress was made in the field of child-labor legislation, notably in the States of Arkansas and Pennsylvania. In the latter State the law requires eight hours per week of school attendance for children under the age of 16, such attendance to be between the hours of 8 a. m. and 5 p. m.

In the field of safety provisions the most detailed enactments were those formulated by the Industrial Commission of Wisconsin and the Industrial Boards of New York and Pennsylvania. The rules and orders of these bodies indicated an intimate knowledge of the conditions to be met which it is impossible for an ordinary legislative

committee to procure. The worker's welfare is looked after in less usual ways by new enactments in some States regulating the sanitary conditions in labor camps, railway labor camps, and the like.

Laws to regulate the giving of clearance cards or statements of cause of discharge were enacted in three States—California, Indiana, and Oregon—while in two States—California and Nevada—the right is given the employee by law to hear and answer charges brought by "spotters" before being discharged on their evidence.

Other important laws enacted during 1915 were the seamen's act, which made numerous provisions for safety and abolished arrest and imprisonment for desertion; the Alaska and Arizona old-age pension laws; and the California act providing for the appointment of a commission to report on the subject of social insurance.

VOCATIONAL EDUCATION SURVEY OF RICHMOND, VA.

How to make the work of the public schools more practically useful in preparing children for vocations which they wish to follow is a question which many cities are trying to answer. While the question of vocational education is one fundamentally much broader than the temporary need of any locality or industry, each city must adapt its plan to the social, industrial, and educational conditions of the community. The way one city has sought to solve this problem is shown in a report on a vocational education survey of Richmond, Va., just published by the Bureau of Labor Statistics as its Bulletin No. 162. The survey here described was made under the auspices of a survey committee organized by the National Society for the Promotion of Industrial Education, and having the cooperation of the United States Bureau of Labor Statistics, the United States Bureau of Education, the Russell Sage Foundation, and the school authorities and citizens of Richmond.

The chief purpose of this survey was to secure for Richmond an accurate knowledge of the industrial and school facts and conditions necessary in developing a plan of vocational education to serve the practical needs of children preparing for the various vocations and of employers and employees. A special object of the survey was to secure the cooperation of national and local public and private agencies in the making of a survey which might be useful as a model for studies in other localities where the need of a better program of vocational education was pressing.

The survey included a study of the public schools of Richmond, with special attention to the present status of vocational and technical education and the fields of employment in Richmond, and a

study and analysis of the occupations of men in the printing, building, and metal trades, and of women in retail stores and in the tobacco industry. The analysis of occupations was from the standpoint of both employer and employee, and was designed especially to ascertain in detail for each occupation the conditions of employment, what the occupation has to offer the workers, what the worker needs to equip him properly for the trade, what the industry gives in the way of training, the more common deficiencies of workers as seen by the employer and by the workers themselves, and in detail the specific training which in the judgment of the employer and worker the school and the trade ought to give.

A most important and successful part of the method of the survey was in securing the active interest and assistance of both employers and employees throughout the work, with the result that it became necessary to outline courses and organize classes several months before the completion of the survey.

The recommendations of the survey committee deal with the problem of financing vocational education in Richmond, compulsory attendance, types of schools and courses of study for boys and men, and for girls and women; prevocational education for boys, and the place of private institutions receiving city moneys in the general plan for vocational education. The survey committee found a definite need for the offering of educational facilities for men and boys already employed. It was evident that the supply of efficient journeymen was inadequate, that the amount of systematic instruction given in a shop was small, and that the amount of apprenticeship training was limited. The men themselves desired further educational advantages and were personally interested in trade education. Many workers had taken courses at their own expense and since leaving the regular school. The majority of these workers had taken courses bearing directly upon their trades. The survey committee recommended the organization of evening and part-time schools and courses for boys and men already employed, and outlined general and industrial courses for the trades which the survey had covered.

The survey committee were of the opinion that the white women and girls of Richmond who were employed in manufacturing and mechanical pursuits were engaged in operations which can be learned more quickly in the factory than in the school, largely because the amount of technical training and trade information necessary is too meager to warrant the expenditure of public money for equipment and instruction. There was need of department store and salesmanship training through part-time and continuation classes. Steps were taken to meet this need before the completion of the survey.

The conclusion was reached that there was no need or possibility of a girl's trade school for Richmond. A demand, however, was found to exist for courses of training in the practical arts as a part of the general education of girls over 13 years of age. Instruction in home economics, except in specialized courses planned and followed for the purpose of earning a livelihood, in the committee's opinion, should not be regarded as vocational education for wage earning, but as a valuable and necessary part of general education to which every girl is entitled as a part of her adequate preparation for living.

SHOEMAKING AS A TRADE FOR WOMEN IN MASSACHUSETTS.

A study of the boot and shoe industry in Massachusetts as a vocation for women is the subject of Bulletin No. 180, issued by the Bureau of Labor Statistics. The object of the study was to gain first-hand knowledge in regard to certain aspects of an occupation long held to be exceptionally desirable for wage-earning women. Four important shoe centers in Massachusetts were chosen for the inquiry, namely, Boston and Chelsea, Brockton and nearby towns, Lynn and Beverly, and Marlboro.

The importance of the boot and shoe industry in Massachusetts is indicated by the fact that in 1911 it employed an average number of 80,000 workers, or nearly half the number in the industry in the entire country. Of this number 35 per cent, or nearly 28,000, were women and girls, a greater number than is employed at any other factory trade except the textile industries.

The method of the study included visits to 80 factories in the 4 localities selected; rates of pay and earnings were studied, based on the pay rolls of 18 factories and over 4,400 women shoe operatives. Information in regard to the physical conditions under which the women were working and living was in all cases based upon personal inspections.

The majority of women workers were employed in the stitching room, a smaller number in the packing room, while in every room table work is done by women and minors. Outside of these occupations men performed all of the operations in the factory. Massachusetts women have not yet entered the cutting rooms, except at skiving. The packing-room work, formerly done by men, is now almost completely in the hands of women. Women are also found at assembling machines and doing eyeleting and buttonhole making.

To some extent men have recently taken up some of the occupations formerly exclusively assigned to women. In the stitching room, vamping, usually the best-paid process, is now frequently done

by men of some of the foreign races. The managers claim that the men hold out longer than women on heavy work. Furthermore, the law permits them to work longer hours than women, and in a rush season the employer regards this as an advantage.

As compared with other Massachusetts industries, the boot and shoe industry pays nearly the highest annual as well as the highest weekly wage. When adult women alone are considered, the average weekly wage is about 50 cents higher than that paid in the next highest, the electrical machinery industry. In the week of maximum employment more than 40 per cent of the women in the boot and shoe industry earned \$10 and over, a proportion nearly twice that shown for any other industry.

The study of pay rolls in this investigation showed wide differences in the earnings in the several localities, the proportion earning less than \$8 in the week when the greatest number were employed, varying from 24 per cent in Brockton to 42 per cent in Lynn, while the proportions earning over \$10 a week varied from 34 per cent in Marlboro to 54 per cent in Brockton.

According to Massachusetts statistics for 1911, the seasonal fluctuations in shoe factories are greater than in any other industry except the men's and women's clothing industries. While conditions change somewhat from year to year, it may be stated generally that the late fall and early winter months show the high tide of employment, with some stability through the winter, a rapid ebb in the early spring, partial recovery in the late summer, and irregularity in the early fall. The investigation indicates that the seasonal fluctuations are largely due to the general adoption of the order system, a system which manufacturers regard as necessary because of the rapid changes in fashion and the uncertainty in regard to the styles which will be used.

Some indication of the instability of the working force among women shoe workers is given by the fact that the number of women employed in the week of maximum employment is only 61 per cent of the total number employed during the year, as shown by the pay rolls.

An attempt to ascertain the proportion of women workers who were steadily employed showed that in 12 factories 32 per cent of the women worked 46 weeks or more during the year, the proportion reaching 59 per cent in a Beverly factory and 85 per cent in one Marlboro factory.

Of the women who worked 46 weeks or more, all adult, experienced and steady workers, three-fifths earned less than \$500 a year, and not far from one-half earned only \$450 or less. Unquestionably, however, these earnings exceed those of any other large body of factory workers.

In summing up the results of the study as to earnings, the bulletin notes that three points stand out prominently: The fluctuations in the industry, which debar many of the workers from steady employment; factory unemployment or temporary lack of work for those who nominally are steadily employed; and, partly as a consequence of this irregularity of work, the low weekly wage even of steady and experienced workers when earnings are distributed over the year.

THE COST OF LIVING OF WORKING WOMEN IN OHIO.¹

Two considerations prompted the department of investigation and statistics of the Ohio Industrial Commission to make a careful and detailed study of the cost of living of working women in that State: (1) Public interest in the question as to what effect, if any, the increase in the cost of living has had on the standards of living of wage earners; and (2) the possibility that in the near future an effort will be made to provide a legal minimum wage, at least for women employed in Ohio. Owing to the limited force of special agents and field workers at the command of the department the experiment was made of attempting to secure a number of intelligent volunteer workers, each of whom would undertake the task of finding wage-earning girls and women of the character desired who would agree to report their expenditures for one or two months in the manner designated by the department. These volunteer workers were expected to supervise the work by visiting the wage earners at frequent intervals and advising them as to the correct method of entering the accounts. For each girl and woman tentatively selected by these volunteers a card of personal questions was filled out and forwarded to the department, and if the information proved that the wage earner met the conditions required, each worker was furnished with an account book containing sufficient pages for the recording of two months' expenditures. At the close of the two-month period (longer in some cases) a summary card was made out showing the expenditures for a full year based on the expenditures as shown in the account book.

Much difficulty was encountered in collecting the information desired. Few wage-earning women keep accurate accounts of their incomes and expenditures, and when persuaded to do so for a limited period they did not appreciate the necessity of strict accuracy. Again, few of them persisted, even for the comparatively short time required to enable conclusions to be drawn as to the typical character of their expenses, and the books of many of those who did persist

¹ Cost of living of working women in Ohio. Industrial Commission, department of investigation and statistics. Report No. 14. Columbus, 1915. 256 pp.

were so faulty that they had to be rejected. Only 208 women returned detailed accounts which they had kept for a period of from 4 to 10 weeks, and only 164 women reported annual budgets.

The inquiry included women 18 years of age and over living away from home, and with a total income from all sources not in excess of an average of \$12 per week, or \$624 per year. Except in a very few cases all were self-supporting. Those following employments in which rooms, meals, or a portion of such accommodations were furnished in addition to wages were excluded, as were also those living at home and paying for board and room. Of the 164 reporting annual budgets, 40 were 18 years of age but under 21, 50 were 21 but under 25, 36 were 25 but under 30, and 34 were 30 or over. The average annual income of these 164 women was \$430.17 (\$8.27 per week), and the average annual earnings was \$417.37 (\$8.03 per week), indicating that some had other sources of income than their wages. Sixty-one reported an average annual income aside from earnings of \$34.43, or 66 cents per week. More than one-half of the budgets were from women earning less than \$8 per week. Of the 208 reporting detailed daily accounts, the average weekly earnings were \$8.12 and the average weekly total income was \$8.24. The average annual incomes of the 164 workers whose annual budgets were used in the final tabulation and the average weekly incomes of the 208 women and girls who furnished daily accounts were distributed as follows:

AVERAGE ANNUAL AND WEEKLY INCOME, BY INCOME GROUPS, OF 164 WORKERS FURNISHING ANNUAL BUDGETS AND 208 WORKERS FURNISHING DAILY ACCOUNTS.

Income group.	Number of budgets or accounts.	Per cent of total.	Average income for the group.
Annual income:			
Less than \$312 (less than \$6 per week).....	17	10.4	\$289.00
\$312 but under \$364 (\$6 but less than \$7 per week).....	28	17.1	336.82
\$364 but under \$416 (\$7 but less than \$8 per week).....	28	17.1	389.48
\$416 but under \$468 (\$8 but less than \$9 per week).....	34	20.7	439.38
\$468 but under \$520 (\$9 but less than \$10 per week).....	23	14.0	485.42
\$520 but under \$572 (\$10 but less than \$11 per week).....	19	11.6	534.11
\$572 to \$624, inclusive (\$11 to \$12, inclusive, per week).....	15	9.1	603.16
Total.....	164	100.0	430.17
Weekly income:			
Less than \$6.....	22	10.6	4.96
\$6 but under \$7.....	29	13.9	6.37
\$7 but under \$8.....	43	20.7	7.44
\$8 but under \$9.....	44	21.2	8.33
\$9 but under \$10.....	24	11.5	9.32
\$10 but under \$11.....	24	11.5	10.24
\$11 and over.....	22	10.6	11.95
Total.....	208	100.0	8.24

¹ 6 of the 22 earning \$11 per week or over averaged slightly more than \$12 per week for the account period, but in every case the annual income was \$624 or less.

The total expenditures of the 164 women reporting annual budgets averaged \$413.06, or \$7.94 per week, distributed as follows:

Food and shelter.....	\$3.96
Clothing.....	1.94
Laundry.....	.12
Car fare to and from work.....	.20
Health.....	.25
Recreation and amusements.....	.34
Fruit, candy, and soda.....	.08
Education.....	.09
Church and charity.....	.11
Stamps and stationery.....	.05
Association dues.....	.02
Insurance.....	.10
Gifts.....	.31
Incidentals.....	.37
Total.....	7.94

The total expenditures of the 208 women who kept daily accounts averaged \$8.28 per week. The expenditures of these two groups are considered from three standpoints: (1) Income received, (2) mode of living, those boarding and lodging and those doing light housekeeping being given separately, and (3) occupations of the workers. It was found that the average annual expenditure of the 164 reporting budgets was highest among those receiving \$312 or less per year, being 101.3 per cent¹ of the average annual income. It was also disclosed that of those reporting daily accounts the highest average weekly expenditure was among those receiving an average weekly income of \$7 to \$8, the per cent being 105.9.¹ In both groups those doing light housekeeping spent a smaller percentage of their income than those boarding and lodging. Similarly, in both groups those working in factories spent less in proportion to their income than those working in offices or as saleswomen or in other occupations.

The general summary of 164 annual budgets is here presented according to mode of living and occupations.

¹ This excess is due to the fact that almost three-fourths of the account weeks fell in September, October, and November, when fall and winter clothing were being bought.

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GENERAL SUMMARY OF 164 ANNUAL BUDGETS, BY MODE OF LIVING AND OCCUPATION GROUPS.

Average expenditure for—	Mode of living.									
	Boarding and lodging.		Light house-keeping.		Mixed boarding and lodging.					
	Average.	Per cent.	Average.	Per cent.	Average.	Per cent.				
Food and shelter.....	\$210.06	49.9	\$187.10	48.1	\$226.04	54.5				
Clothing.....	105.39	25.1	90.31	23.2	93.12	22.4				
Laundry.....	6.50	1.6	6.28	1.6	3.42	.8				
Car fare to and from work.....	11.46	2.7	7.03	1.8	13.71	3.3				
Health.....	13.11	3.1	11.95	3.1	9.63	2.3				
Recreation and amusement.....	18.77	4.5	15.57	4.0	11.11	2.7				
Fruit, candy, soda, etc.....	4.37	1.0	3.71	1.0	2.13	.5				
Education.....	4.83	1.1	3.75	1.0	5.39	1.3				
Church and charity.....	6.50	1.5	4.79	1.2	2.34	.6				
Stamps and stationery.....	2.48	.6	2.81	.7	1.87	.5				
Association dues.....	1.30	.3	1.29	.3	1.14	.3				
Insurance.....	5.01	1.2	5.46	1.4	9.95	2.4				
Gifts.....	16.46	3.9	15.43	4.0	12.74	3.1				
Incidentals.....	14.37	3.4	33.14	8.6	22.48	5.4				
Number of accounts.....	117		37		10					
Average earnings.....	\$423.54		\$405.06		\$390.78					
Average income.....	435.98		414.45		420.47					
Average total expenditures.....	420.62		388.62		415.07					
Average expenditure for—	Occupation group.									
	Factory workers.		Office employees.		Saleswomen.	All others.	All workers.			
	Average.	Per cent.	Average.	Per cent.	Average.	Average.	Per cent.			
Food and shelter.....	\$191.81	48.5	\$217.54	48.6	\$221.67	55.9	\$205.33	49.2	\$205.86	49.8
Clothing.....	98.81	25.0	108.47	24.2	92.91	23.4	103.70	24.9	101.24	24.5
Laundry.....	6.25	1.6	7.77	1.7	2.71	.7	7.39	1.8	6.26	1.5
Car fare to and from work.....	7.14	1.8	15.01	3.4	9.83	2.5	12.65	3.0	10.60	2.6
Health.....	13.68	3.5	13.37	3.0	9.02	2.3	12.49	3.0	12.63	3.1
Recreation and amusement.....	17.35	4.4	21.09	4.7	12.68	3.2	17.30	4.1	17.58	4.3
Fruit, candy, soda, etc.....	4.16	1.1	4.57	1.0	3.47	.9	3.75	.9	4.09	1.0
Education.....	3.89	1.0	7.16	1.6	2.90	.7	3.98	1.0	4.62	1.1
Church and charity.....	5.89	1.5	7.15	1.6	4.83	1.2	4.71	1.1	5.86	1.4
Stamps and stationery.....	2.53	.6	2.45	.5	2.81	.7	2.33	.6	2.52	.6
Association dues.....	1.69	.4	.97	.2	.71	.2	1.38	.3	1.29	.3
Insurance.....	4.99	1.3	8.07	1.8	5.53	1.4	2.01	.5	5.41	1.3
Gifts.....	16.91	4.3	15.24	3.4	16.09	4.1	14.93	3.6	16.00	3.9
Incidentals.....	20.09	5.1	18.67	4.2	11.43	2.9	25.03	6.0	19.10	4.6
Number of accounts.....	66		44		27		27		164	
Average earnings.....	\$408.06		\$468.07		\$369.84		\$405.02		\$417.37	
Average income.....	417.69		472.71		400.63		420.91		430.17	
Average total expenditures.....	395.19		447.53		396.59		416.98		413.06	

It was found that many girls resort to light housekeeping in order to reduce the expense of food, while others live with relatives or friends paying for such accommodations less than the commercial rates. Still others go without breakfast or other meals, a few instances being found where girls had tried to live on one meal a day.

The investigation showed that the average annual amount spent for clothing by those doing light housekeeping was somewhat below that spent by those boarding and lodging, but the requirements of occupation did not seem materially to affect the amount these

workers spent for this item. The clothing expenditure of the 164 workers is shown, in the order of importance, in the following table:

DISTRIBUTION OF EXPENDITURE FOR CLOTHING BY 164 WORKERS FURNISHING ANNUAL BUDGETS, SHOWING PER CENT.

Item.	Average annual expenditure.	Per cent of total expenditure.
Outer clothing.....	49.58	49.0
Shoes, rubbers, and shoe repairing	13.11	12.9
Hats.....	11.20	11.1
Underclothing.....	10.77	10.6
Miscellaneous clothing.....	5.11	5.0
Dressmaking, cleaning and repair of clothing.....	4.11	4.1
Hosiery.....	3.41	3.4
Gloves.....	2.33	2.3
Belts and neckwear.....	1.62	1.6
Total.....	101.24	100.0

One of the remarkable facts disclosed by the inquiry was that more than three-fourths of those reporting did all or a part of their laundry after the completion of their day's work or were indirectly helped by having their laundry done at less than the regular rate. In some cases, also, a part of the laundry work was included in the charge for board and room. Of the 164 women with an average annual income of \$430.17, 83, or 50.6 per cent, spent nothing for laundry, while \$12.86, or 24 cents per week, was the average amount spent for laundry by those reporting any expenditure at all for this item. Of the 208 who kept daily accounts of expenditures, having an average weekly income of \$8.24, 103, or 49 per cent, spent nothing for laundry, while 25 cents per week was the average amount spent for this item by those reporting such expenditure.

More than one-third (33.6 per cent) of the 164 furnishing annual budgets and 29.3 per cent of those keeping daily accounts spent nothing for car fare. About one-third of all the women reporting walked the year round, while slightly more than one-fourth (26.2 per cent) rode occasionally.

In the matter of health the report suggests that a surprising feature of the facts collected is the large number of women who spent nothing or comparatively small amounts for the care of their health, including the services of doctors, dentists, oculists and opticians, hospital bills, and expenditures for medicines, eyeglasses and medical appliances. Of the 164 reporting in regard to expenditure, more than one-half (53.6 per cent) spent less than \$10 for this item. One-eighth (12.8 per cent) spent nothing. The highest percentage (27.4) spent less than \$5 while 9.2 per cent spent \$30 or more.

Of the 164 reporting annual budgets, 11.6 per cent spent nothing for fruit, candy, sodas, etc., while approximately 9 cents a week was

the average spent by those reporting some expenditure along this line. Of the 208 who kept daily accounts 13.9 per cent spent nothing for these items, while the average spent by those reporting any expenditure was 11 cents per week.

Under education was included magazines, papers, books, and music lessons and other tuition. The report suggests that "the outstanding fact in this survey of expenditures is that 72.5 per cent of the women scheduled spent little or nothing during an entire year for educational purposes. Almost three-fourths of the workers included in this study spent an amount barely sufficient to cover the cost of a daily paper throughout the year and less than one-tenth of the women spent amounts that would admit of lessons in sewing, music, gymnastics, or in any other similar lines." One-fourth (25.6 per cent) of the women reporting annual budgets spent nothing for education, while the average spent by those reporting any expenditure was 11 cents a week. Of the 208 who kept daily accounts, 53.4 per cent spent nothing for education and the average spent by those reporting any expenditure was 18 cents a week.

RECENT REPORTS RELATING TO WORKMEN'S COMPENSATION AND INDUSTRIAL ACCIDENTS.

ILLINOIS.

The workmen's compensation law of Illinois provides for the determination of awards by committees of arbitration subject to review by a State industrial board, with appeals to courts. The board has recently issued a bulletin¹ containing its rulings on reviews and petitions for reviews, covering a period of two years. The lack of any synopsis or statement of the point decided in many instances, and of any index other than a simple list of parties detracts largely from the usefulness and availability of the work.

Among matters of interest noted is a ruling as to the status of a carpenter employed by a farmer to erect a building on his farm, a divided board holding that such employment was within the act, the dissenting opinion being based on the grounds that farming is not included under the provisions of the act, and that the employment of the carpenter was casual and not in the usual business of the employer. Where, however, a farmer employed a man to deliver a threshing machine to a repair shop, and he was killed while doing so, it was held that since his employer was a farmer, he was not within the act; the same view was taken of the operation of threshing

¹ Industrial Board of Illinois. Bulletin No. 1. Opinions in cases arising under the workmen's compensation act, decided by the Industrial Board of Illinois, from the date of its organization, July 1, 1913, to July 1, 1915. Springfield. 222 pp.

machines, of corn shellers and shredders, and of hay presses, though run by belts and pulleys.

A department store was held to be within the act by reason of "certain statutes and municipal ordinances regulating the use of machinery and appliances and the protection of the public therein," as was also a meat-distributing establishment, where there were elevators in the building, and a city ordinance regulated the safeguarding, etc., of elevators.

An owner of property contracting for the building of a barn thereon was held not to be within the provisions of section 31 of the act of 1913, which provides that every person undertaking to do or contracting with another to do any work coming under the act shall require all contractors for or under him to secure insurance for their employees, and upon failure to do so the original undertaker or contractor will himself be liable. The contractor for the erection of the building was held to be the principal contemplated by the act, and not the owner, who did not undertake by himself to erect the building.

In a case involving a claim on account of one employed by an express company as barn man, and not exposed to the special hazards of the business, it was held that under the act every employee of an employer electing to accept the provisions of the act was within its provisions, without regard to the special nature of his individual duties.

The question of the application of the compensation act to railroad employment arose in a case in which it was said that the employment of the injured man might be looked upon as either interstate or intra-state. It was ruled that there was Federal jurisdiction only where there was interstate traffic, interstate employment, and negligence, and that if there was doubt as to the existence of negligence on the part of the employer, the injured man might elect by which law he would ask for redress.¹ Compensation was allowed, and in a number of later cases the same principle was adopted.

In considering the force of the expression "course of employment," the board adopted the principle that where an employee is "at his usual place of employment at the usual time of day when he is expected and required to be there and an injury of any character is shown," a *prima facie* case is made out. In the particular instance, it appeared that the employee met his death while doing work other than that which he had just been directed by his foreman to do, and on a machine not commonly used for the purpose of his attempted undertaking, but these conditions were held insufficient to overcome the

¹ It may be noted that this ruling antedated by some months a decision of the court of appeals of New York of much the same effect. The supreme court of Illinois rejected this view in a case decided in June, 1915.

presumption in favor of the claimant under the above ruling. In another case of this kind it was held that a wagon washer who had repeatedly cranked automobiles at the request of the machinist, and frequently in the presence of the foreman and without objection from him, could not be deprived of benefits on account of an injury received while cranking an automobile, on the ground that such an act was outside the course of his employment.

So where a manufacturer of leather goods had a custom of sending one of his employees to his home to do some work about the house as those in charge of the employer's household might direct, it was held that the workman was not by this fact taken from under the act, though an employee in domestic service would not be included.

Where an employee was injured during a friendly scuffling and shoving in the line in front of a pay window, it was held that there had been no departure from the "course of employment," and the rule disallowing compensation for injuries received while engaging in "horse-play" was held not to apply.

In cases considering the degree of disability caused by specific injuries (for which there is a fixed scale of awards), it was ruled that a loss of 80 per cent of the vision of an eye deprived the injured man of its use for all practical purposes, and should be rated as a total loss of an eye under the act. The loss of all the fingers of a hand, leaving only the palm and thumb, was held to be a complete and permanent loss of the hand, while the loss of the first, second, and third fingers was compensated for by a payment for the aggregate of the periods for each finger. The foregoing injuries were to the left and right hands, respectively, of the injured man, and one member of the board held that the combined injuries made a case of complete, permanent disability, as had been decided by the committee of arbitration.

A question as to partial disability arose in a case in which the dislocation of a shoulder left, on recovery, a condition claimed by the injured man to be one of permanent total disability. The board found that the claimant possibly would lose a small per cent of the free use of the arm, but not the total use thereof; also that he had done work since the injury for which he received better pay than for the work he was doing when injured. He was found, however, to be permanently partially disabled for following his usual employment, and an award was made in his favor of \$2 per week for eight years from the date of the injury, his average monthly wages at that period having been \$40.

An allowance was made for temporary total disability due to hernia where the present condition was held to be one of aggravation of a state that had existed for some time, the employer offering the testi-

mony of physicians that the injury could not have been the result of an accident.

In a case in which blood poisoning followed a slight wound, and the patient apparently becoming delirious or insane in the night escaped to the street and was afterward found dead on a railroad track, it was ruled that the connection between the injury and death was sufficient to sustain an award of compensation, one commissioner dissenting.

Failure to accept treatment and follow the advice of the attending physician, resulting in a partial crippling of the hand, was held to bar a claim for compensation beyond the term allowed for the healing of the wound, the disability being regarded as due to the neglect of the employee to use proper means for recovery, rather than to the injury originally suffered.

The question of medical treatment was considered in a different aspect in a case in which claim was made for a physician's fee, treatment having been secured in addition to that furnished by the employer. The law provides for treatment during the first eight weeks after the injury, not over \$200 in amount. The board found the claim for further medical attendance reasonable, but refused one for attorney's fees as not being within the act.

The statute allows compensation for "serious and permanent disfigurement" of head, face, or hands, without requiring actual disability. An award was approved in a case where scars on the side and back of a man's head were of such a nature as to require a growth of hair at least three-fourths of an inch long to conceal them, the marks being regarded as of such a nature as possibly to subject the injured man to rejection when applying for employment for which he might be fitted. It was perhaps on the ground of disfigurement that a committee allowed compensation for the loss of two teeth—an award that was reversed by the board—the employer having provided for the teeth to be replaced. In another case, however, the board allowed compensation for a disfigurement that had not interfered with the injured man's opportunities of employment as stationary engineer, on the ground that if he should ever "desire to follow another occupation, the markings on his face would seriously impair his ability to procure such employment," and an allowance of \$10.50 per week for 35 weeks was accordingly granted.

The effect of the intoxication of a workman at the time of his death was passed upon in the case of a driver who had taken two drinks of whisky in a saloon at 7.30 a. m., and who was known to be in at least one other saloon before 11 a. m., at which hour he fell from his wagon and was run over by it and killed. The employer contended that the accident was due to intoxication, that the employee was loitering and not attending to his business, and that the

injury occurred, not as an accident, but as the result of physiological conditions not arising out of employment. The board ruled against these contentions, on the ground that the record did not disclose that the employee was violating any rule of the company by stopping and taking the drinks, or that he was a drinking man, or that he was on this occasion intoxicated in the common or ordinary sense. In the absence of evidence as to how the man came to fall from his wagon, the board declined to presume that it was due to his condition, "even though he was to some extent intoxicated," and made an award of the full death benefit.

Among cases entitled to compensation were those of a night watchman in a railroad yard, fatally shot by a man who was in the act of stealing coal; a fireman at a pumping station dying from cerebral hemorrhage after protracted exposure to an atmosphere rendered impure from the imperfect combustion of illuminating gas, carbon monoxide being found in his blood on autopsy; a miner who died after some hours' work in a poorly ventilated coal mine; a machinist whose hand and arm became numb, due to the jarring motion of the punch press on which he was employed, causing permanent partial disability; and a plumber's laborer affected by heat prostration.

The Illinois statute differs from most laws of its class in not fixing an age at which payments to children cease, and in providing that if one has contributed to the support of a child or other relatives named, within four years prior to his death, benefits may be claimed without reference to the legal obligation for support. Thus an injured workman, dying, left two sons, aged 19 and 21 years, respectively, ordinarily strong, healthy, and active, to whose support he had contributed from time to time in the amount of about \$150 per year. The father's wages had been \$28.60 per week, and an award of \$12 per week for 291 weeks and \$8 for one week was made by the committee of arbitration and approved by the board.

A workman who "at odd times" made contributions to the support of his father and mother, whom he was under a legal obligation to support, was held to be in a position warranting an award for the benefit of his parents as dependents; and in a case in which it was said that the decedent's only contributions to his mother were in the nature of holiday and birthday presents, the board ruled that in the absence of specific evidence as to what the contributions were for they would be presumed to be for support.

The parents of a workman who sent \$20 to his father in Italy within four or five years prior to his accidental death were held to be dependents within the act, the contention that nonresident aliens could not be beneficiaries under its provisions was rejected, and an award of full death benefits was made.

Balances of awards not accrued were held not to be recoverable by the estate where one in receipt of periodical payments dies before the end of the term from a cause in no wise connected with the compensated injury.

In its preface to the bulletin, the board indicates the difficulties under which it has labored in establishing the lines of construction of the act, suggesting the possibility of error in its own interpretation. The cases noted in the foregoing summary illustrate what appear to be the chief principles developed and fairly cover the points discussed. Their liberality from the point of view of the workingman is obvious, but there is an apparent inconsistency between an award of benefits based on disability affecting the capacity to work in the employment engaged in at the time of the injury, though not interfering with more remunerative employment, and one granting compensation on the basis of a disadvantageous disfigurement in view of a possible desire to make a change of employment.

IOWA.

The First Biennial Report of the Iowa Industrial Commission, for the period ending June 30, 1914, is a pamphlet of 50 pages, under date of September 15, 1914. The Iowa compensation law established an industrial commission July 4, 1913, but the compensation features did not come into effect until July 1, 1914.

Section 25 of the law makes it mandatory on the industrial commissioner to "recommend such changes in the law as he may deem necessary," and accordingly his first report is chiefly devoted to an advocacy of a State fund system of administering the compensation law.

Iowa's compensation law provides (subject to rejection in prescribed form) that an employer must provide for and pay compensation to an injured employee, irrespective of fault on his part, excepting intentional injury or injury due to intoxication. The employer is required to buy insurance of those authorized to do business in the State, but in case the insurance company fails, the employer is not relieved from responsibility.

Two principal evils attending the operation of the law are pointed out and discussed, namely, oppressive insurance premiums and loss of employment by partially disabled employees. As to oppressive premiums, it is stated that in the great coal industry of Iowa the basic rate generally charged by the insurance companies on each \$100 of pay roll is \$6.50, as compared with \$1.50 under the State fund plan in Ohio. This glaring contrast led to an inquiry to determine the fairness of the rate charged. "The results reached show the actual loss cost to be included in the following:

"Rate per \$100 pay roll.....	\$0.90
"Rate per employee per year.....	4.71
"Rate per ton coal mined.....	.011

"The naked risk is covered by a fraction over a cent a ton, while coal users would be called on to pay over seven times that, simply to meet the insurance cost to the operators."

As to loss of employment by partially disabled employees (known to the insurance interests as "impaired risks"), it is stated that before the new law and the new system of insurance had been in effect a month a large employer in eastern Iowa wrote to the industrial commissioner as follows: "We have three men in our employ at the power plant here that will not be accepted by the insurance companies. One of these men has but one eye, another has had a partial stroke of paralysis, and the third has a rupture. Now, these men are all married and have families, and if they are discharged they will be unable to procure employment elsewhere. All are good, faithful men, and I dislike very much to let them go, but unless there is some way in which we can be released of the extraordinary hazard, I must do so. Is there any way we can keep these men without increasing our liability? It seems unjust to me to let them go. None of the men referred to were injured in our service, but all are old employees."

Affirmative rejections by employers under the Iowa act, when compared with Minnesota, stand as 60 to 1. It is noted that the greater number of Iowa employers who have taken themselves out from under the compensation provisions have done so, not by direct action as the law provides, but by the indirect method of neglecting or refusing to insure. The number rejecting the act in this circuitous but significant manner can only be estimated, but a safe minimum puts it at 10,000 employers, with 40,000 workmen in their employ, practically one-third of all properly subject to the compensation act. The gravity of this situation is increased by the fact that the Iowa law goes beyond that of any State in the Union in subjecting the employers who go out from under it to drastic liability. It was generally believed by the framers of the act that it would be practically impossible for employers to reject the act. If they reject it, they not only lose the three great defenses of fellow servant, assumption of risk, and contributory negligence, but also have the presumption of risk created against them, the burden of proof being reversed.

In the opinion of the Iowa commission—

A collective fund administered by the State is the remedy for all these evils and inequalities. Such a system will make an end of excessively high rates; it will remove also the temptation to reject the act in order to raise the question of negligence; above all, it will take away the temptation to discharge partially incapacitated employees. The element of personal advantage from weeding out the partly incapacitated is very slight and inconsequential when it comes back in a liability diffused over a whole State, but will often be compulsory and unavoidable when narrowed down to the concentrated pressure of a higher or lower insurance rate in a stock company, mutual association, or the burden on an employer carrying his own risk. * * *

In other States where the policy of stock or mutual insurance has been allowed to take strong root it is now declared that the only course possible is for the struggle between stock company and mutual insurance to be fought out to a survival of the fittest. Such, for instance, is the solution looked forward to by the Massachusetts Industrial Commission. It means, however, that during a contest between the two forms of private insurance, which may last for many years, the loss of employment to the aged, the partly incapacitated, and those having families, which has developed, shall not only continue, but become more extended in character. As stock and mutual companies become engaged in more strenuous competition, they will demand that all so-called impaired risks be dropped from the pay rolls. Meanwhile, also, as between individuals, rates will be adjusted according to what the business will bear, rather than fairness, a few who are fortunately situated getting fair rates while neighbors and competitors are levied on for all they can stand.

The report concludes with an appendix of 24 pages, of which 9 are devoted to the Cherry, Ill., mine disaster of November 13, 1909; 5 pages contain an extract on Iowa industrial accidents from the 1914 report of the labor bureau; the remaining pages contain statistical tables showing comparative cost of workmen's insurance from the experience of certain States, Iowa mine accidents, etc.

MASSACHUSETTS.

The Industrial Accident Board of Massachusetts presents in its second volume of cases decided under the State compensation act¹ a selection of decisions of the committees of arbitration, of the board itself, and of the supreme judicial court of the State for the year July 1, 1913, to June 30, 1914. The basis on which the cases were chosen was the representative nature of those selected rather than any attempt to reproduce the entire proceedings in the field.

The law awards compensation for fixed periods during continuance of incapacity for work. It is held in a number of cases that the term of incapacity continues during the employee's inability to secure employment, even though he be physically able by reason of recovery to engage in some forms of remunerative employment. A striking case under this head was that in which a man 68 years of age, partially deaf and blind in one eye, suffered an injury to the kneecap so as to make walking difficult and disqualify him for any work except what he could do while seated. An award by the arbitrators taking into consideration the prospect at an early date of disability for any remunerative employment, and limiting the period of compensation to 104 weeks, was set aside by the industrial accident board, this action being approved by the supreme court, which ruled that though there was a measure of physical capacity for working and earning

¹ Industrial accident board. Report of cases under the workmen's compensation act determined by committees of arbitration, the industrial accident board, and the supreme judicial court. Vol. II. 894 pp. July 1, 1913, to June 30, 1914, inclusive. Boston, 1914.

money, his inability to secure such employment as he could do rendered his case one of total incapacity resulting from the injury. The award was for full benefits up to the time of its rendition, to be continued subject to revision if the employee is furnished or is able to obtain work which he is able to do. The inability to obtain work, however, must be due actually to the injury complained of. A workman declining to accept employment offered him or to make a real effort to do his customary work will not be entitled to further compensation; the same is true where an injured person refuses to undergo a simple operation which the insurer offers to have performed without cost to the employee, one of these cases being the removal of a stiffened finger which was deformed through infection so as to render it useless, and the other an operation for a radical cure of inguinal hernia.

The effect of an accident on a workman affected by forms of physical weakness was considered in a number of cases, one in which a man suffering from arterial sclerosis sustained a rupture of an artery while working in a constrained position, the accident board holding that he was entitled to compensation. This case was appealed to the supreme court, a decision not having been reported at the time of the publication of the volume in hand. In a case presenting a quite similar condition of things, however, the supreme court affirmed an award on account of the death of a man known to have suffered from valvular heart trouble, death having been brought about apparently by excitement incidental to the sinking of a vessel on which the workman was employed, together with unusual exertion in an attempt to save his personal belongings. Another point decided in this case was that such regard for his personal belongings, and effort put forth in connection therewith, were not unreasonable or such as to take the case out of the law as not being in the course of employment.

As indicated by the foregoing decisions, the act is construed not merely as allowing benefits for accidental injuries, but for injuries arising out of and in the course of employment, without reference to their accidental nature. This was more fully developed in a case in which a workman whose duties required him to inspect gas-producing furnaces at certain intervals, was compelled to inhale noxious gases. This affected the nerves of the eye so as to produce blindness; no traumatic condition was discovered or alleged, the operating cause affecting simply the nervous system, for which compensation was allowed. So also for eczema, produced by a liquid acid solution; fibroid tuberculosis, caused by inhaling particles of dust while grinding stone (sometimes called stone grinders' phthisis); ulcer, resulting from compulsory vaccination (appealed to supreme court); lead poisoning; lobar pneumonia, the fatal results of which were held to be due to a weakened condition following personal

injury; occupational neurosis, produced by rapid and continuous movements causing unusual strain on certain groups of muscles; insanity, resulting from a previously impaired nervous state, accelerated by suffering following infection and operations where the original injury was the blistering of the hand, etc.

There must, however, be a causal relation between the physical condition or injury and the employment. Thus, where a man subject to failure of mental powers due to a prior injury left his work place and became lost and fell into a swamp, death resulting from exposure, it was held that there was no proper connection between the death and the employment, the supreme court in this case reversing the industrial board; so also where bronchitis and intestinal tuberculosis developed, following a fall causing some injury to the arm and shoulder and soreness of the chest, it was ruled that the connection was not apparent so that compensation could be paid (appealed to supreme court); and so of a case of death from acute dilatation of the heart due to uræmic poisoning subsequent to an injury due to a fall some four months prior to the death.

A very large number of cases naturally require a determination as to whether or not they arose out of employment. The point was obviously under consideration in the case of the teamster who wandered away and was lost in a swamp, the consequent injury being held as not arising out of his employment; nor was a case included where an employee going from his place of work to his boarding place walked along the railroad track on which he was employed, and was killed, no contract being in evidence requiring the decedent to board at the place selected by him. Where employment, as of a cook on a lighter, requires the employee practically to live on the craft, he is constantly exposed to hazards arising out of his employment, and injuries resulting from his being on the vessel arise out of the employment; but an employee, not at the time at work, and injured in a part of the building where his duties did not require him to be, would not come within the provisions of the act. Compensation was allowed in a case in which a laborer was, by reason of the nature of his employment, exposed to severe cold, resulting in the freezing of his fingers, the evidence showing that the risk to which he was exposed by reason of his work and duties was materially greater than that of the ordinary outdoor worker on the same day (appealed to the supreme court).

Computation of wages was held to include tips and gratuities received by employees during the course of their employment where such tips are customary. Where one had not established a rate of wages for her own services, it was held permissible to determine a suitable rate by taking into account the wages of persons employed

in the same grade, at the same work, and by the same employer. An extension of this method appears in the case of a longshoreman, whose work is irregular and customarily for two or more employers in the course of a week. Evidence showing what was an average weekly wage was obtained from testimony of different employers and workmen of this class, and what is considered a fair average wage was determined.

Questions of dependency have been to some extent modified by amendments, the law as it now stands establishing a presumption in favor of a woman living apart from her husband for justifiable cause. Under the original act the presumption was against a wife living separate from her husband, and this view was applied to a case in which the wife and husband had separated, and the husband had promised to support his wife in the meantime. The accident board awarded compensation on account of the death of the husband, but this ruling the supreme court reversed on the ground that the parties were not "living together" within the intent of the act. A daughter capable of self-support was held to be dependent upon her father for whom she had come to keep house, surrendering her employment and living upon her father's earnings while caring for him in his advanced age. Where a minor son contributed all his earnings to the common fund, and was supported by his father out of such fund, it was held that the father was entitled to compensation as a partial dependent, the rate to be allowed to be determined on the total contribution of the son to the family fund without deduction for the estimated value of the board of the son. In a case in which a father was earning average weekly wages of \$14, permitting benefit payments of \$7 a week to dependents, an award was made dividing this sum between two dependent minor children for a fixed period. Before the expiration of this period one of the children died, and it was held that the unexpired term of payments for the deceased child should be completed, payments being made to his administrator for the benefit of the surviving dependent. Though a wife living apart from her husband may not be entitled to compensation, a dependent child living with its mother thus separated from her husband may be a beneficiary where the father has contributed to the child's support.

The statute provides for additional compensation in cases of specific injuries, chiefly maimings. Death benefits are payable for 300 weeks from the date of the accident (500 under the law as amended). In a case in which compensation based on disability was allowed, and also an award on account of maiming, the injured man subsequently died, and the contention was made that the amounts paid to him as additional compensation for the maiming should be deducted from the payments to be made to the widow. This conten-

tion was rejected, the ruling being made that the additional compensation for maiming was independent of the disability award, and in no way affected the widow's rights. In this connection may be noted a case in which a release had been signed by an injured employee with a view to recovering by suit from the third party responsible for the injury. The man died as a subsequent result of the injury, and the widow claimed compensation under the compensation act, which was allowed on the grounds that the rights accorded by this act for her benefit were not at the disposal of her husband by any agreement that he might make.

It would be impossible to present in the space available anything like a complete summary of the cases involving the foregoing principles, without regard to numerous other points illustrated in the rulings and opinions found in this volume. British opinions and rulings were frequently referred to and found applicable, but it is obvious that American experience, applying laws very different in form from the British statute, must develop along lines of its own marking out. A fair degree of liberality must be conceded in the construction of the act as it stood during the period covered, and with the liberalizing amendments which have been made since that date, it is clear that the substitution of the compensation idea for that of liability has accomplished great good both by way of relieving from the consequences of injury, and in the avoidance of the bitterness and strife which damage suits so frequently produced.

MONTANA.

The Montana workmen's compensation law became effective July 1, 1915, and a report covering three months of its operation was, under date of October 1, issued by the State industrial accident board.¹ The law is elective, and in its preparation advantage was taken of similar legislation in the other States having compensation laws. Recognizing the fact that accident prevention is the best protection and more satisfactory to the workmen than compensation for injuries, the legislature incorporated in the act provisions empowering the board to make and enforce orders for safety, to promulgate rules and regulations concerning the same, to prescribe safety devices and fix safety standards, and to provide for the inspection of all plants and industries where workmen are engaged in occupations considered hazardous. All such industries are covered by the act, over 300 being specifically named and defined. Disabilities of less than two weeks' duration are not included.

The employer is given the choice of coming under the law through the medium of one of three plans. The first plan, sometimes called

¹ State of Montana. Report of the Industrial Accident Board. 1915. 224 pp.

"self insurance," provides that the employer, upon satisfying the board as to his solvency, may arrange to pay the compensation due the injured employee directly to him, or in case of death, to his beneficiaries. In the three months ending September 30, 1915, 91 employers sought to take advantage of the act under this plan, but only 58 qualified. These employers employed, in 1914, 21,635 men. They paid out in compensation, including five lump-sum death settlements and 17 burial expenses, the sum of \$23,489.66, which would indicate a 12 months' compensation disbursement of four times that amount, or \$93,958.64. To this amount, it is suggested, should be added a liberal estimate of 100 per cent to cover possible settlements of pending claims and emergencies for the remaining nine months of the year, making a total of \$187,917.28 as the maximum amount necessary to cover all compensation payments for the fiscal year. Based on the pay rolls reported by these firms, amounting to \$25,457,751, a total cost or premium rate of 0.74 per cent is indicated. "If the actual pay roll or the one now in existence against which compensation is being charged is taken it will reduce the cost to 0.5 per cent." These figures are based on but 90 days' experience, and can therefore only be accepted as suggestive.

Under the second plan it is provided that the employer shall insure his risk with some insurance company authorized to do business in the State, and that the insurance company shall pay the compensation to the injured workman. A total of 774 applications were received under this plan, of which 92 were rejected on the ground that they were not engaged in hazardous occupations; 124 were still pending at the time of the report; and 558 employers, employing in 1914 10,841 men, completed their election under the law. These 558 employers, so far as reports were received, paid out in premiums the sum of \$130,374.78, and the insurance companies carrying the risks paid out \$1,306.36 in compensation, medical, hospital, and burial expenses. Assuming the same proportion for the remainder of the year, and based upon a reported total pay roll of \$8,363,188, a cost of 0.125 per cent is indicated. "If this should prove to be the case (which does not seem possible) it would undoubtedly result in a reduction of insurance rates."

The third plan is called State insurance. It provides that the employer shall pay a certain rate of premium on his pay roll into the State industrial accident fund and that an injured employee shall be paid directly from this fund. Of 176 employers selecting this plan, 146, employing 2,180 men, were accepted, 8 were rejected and applications of 22 were still pending. The premiums paid by these 146 contributors aggregated \$9,119.68, and the compensation paid amounted to \$157.86. Adding to this \$106 to cover pending claims

and the total maximum for the three months amounted to \$263.86, which, for the entire year at the same ratio plus 100 per cent for emergencies, would be \$2,110.88, representing a rate of 0.57 per cent on the reported pay roll of \$369,062.79.

The number of employers and employees, the amount of the pay rolls and the compensation paid, and the estimated per cent of cost are shown in the following table:

NUMBER OF APPLICATIONS AND EMPLOYEES, AND THE TOTAL PAY ROLL AND COMPENSATION PAID UNDER EACH SPECIFIED PLAN OF THE MONTANA WORKMEN'S COMPENSATION LAW.

[This table is compiled from tables in the report. The figures as to number of employees, total pay roll and compensation paid do not agree with those given in the text of the report. The discrepancy is not explained.]

Plan.	Applications filed.	Applications accepted.	Number of employees.	Total pay roll.	Compensation paid.	Estimated cost. (Per cent. ¹)
First.....	91	58	21,625	\$25,457,711	\$22,454.61	0.74
Second.....	774	558	10,841	8,363,188	893.91	.125
Third.....	176	146	2,170	369,062	157.86	.57
Total.....	1,041	762	34,636	34,189,961	23,506.38	.....

¹ Estimated cost covering a period of 12 months based on reported pay rolls of three months.

Under all three plans 1,041 employers made application and 762 had been accepted at the time of the report. The fact that up to October 1 more than twice as many employers were under the second plan than under both the other plans combined would seem to indicate that insurance is a vital feature of the workmen's compensation act. The cost of the act to over two-thirds of the employers of the State is thus determined by the rate of insurance charged by the insurance companies. Whether the rates charged are fair and reasonable and whether employers are paying more than the cost of legitimate insurance protection justifies are matters to be determined after the act shall have been in operation for a longer period.

During the three months under consideration 34,636 employees were reported as being under the act. Of this number 1,304, or approximately 3.8 per cent, were reported to the board as having been injured. Of 1,298 accidents reported with causes therefor, 20 were fatal, 13 resulted in permanent partial disability, and 1,265 in temporary total disability; 596 such injuries were attributable to the negligence of the employees; 67 per cent occurred in the mining industry. Of the 1,298 accidents, 879 came under the first plan, 382 under the second plan and 37 under the third plan. The total days lost because of these accidents was 9,198, representing an estimated wage loss of \$35,268.80. The average wage per day of 1,271 employees injured was \$3.87 and it is explained that the large pay roll

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resulting from this high average is in a measure responsible for the low rate in cost of compensation to which reference has been made.

The payments under each plan for compensation and for medical, hospital, and burial services in completed cases, including cases where the injured had not recovered but were drawing compensation, are shown in the following table. The figures cover only the months of August and September. Nothing was paid in July.

PAYMENTS IN COMPLETED CASES UNDER EACH SPECIFIED PLAN, AUGUST AND SEPTEMBER, 1915.

Plan.	Cases.	Payments made.				Total.
		Compensation.	Medical.	Hospital.	Burial.	
First.....	82	\$21,107.42	\$492.19	\$30.00	\$825.00	\$22,454.61
Second.....	22	539.36	187.55	92.00	75.00	893.91
Third.....	2	149.86	8.00	-----	-----	157.86
Total.....	106	21,796.64	687.74	122.00	900.00	23,506.38

¹ Does not include \$1,359.07 which has been paid in 37 cases in which payments are being made. The total of the benefits paid as given in the report is \$24,865.45. The figures in this table do not agree in every respect with the figures in the text of the report. Both sets of figures are taken from the report and the discrepancy is not explained.

Detailed tables showing classification of injuries, by industries, parts of body affected, responsibility, nature, etc., are presented in the report. Considerable space is devoted to the rules of procedure of the board, a synopsis and copy of the text of the act, and opinions applicable to it rendered by the attorney general.

The report emphasizes the economy with which the law was administered, the board keeping steadily in mind the appropriation of \$50,000 for the biennium. The following financial statement is submitted:

Assets.	Liabilities.
Industrial fund.....	\$7,518.02
Administrative fund.....	50,000.00
Compensation.....	157.86
Administrative expense....	9,515.56
Refund.....	1.00
Bonds and securities (held on deposit for plan 1)....	149,800.00
Furniture and fixtures.....	428.50
 Total.....	 217,420.94
 Total.....	 217,420.94

Under the third plan, the State insurance plan, a detailed statement is submitted showing the amount of pay roll in each industry and the amount each industry was paying, including the uncollected

portion. From this statement it is seen that 170 firms employing 2,119 persons, with pay rolls amounting to \$286,489.11, paid in premiums a sum equal to \$7,433.02.

WASHINGTON.

The fourth annual report of the industrial insurance department, State of Washington, for the 12 months ending September 30, 1915, is a pamphlet of 119 pages, under date October 1, 1915.¹ It gives an account of the administration of the workmen's compensation act. The report is made up of reports by the secretary's division and by the chiefs of the audit, medical, claim, and statistical divisions.

The secretary's division gives a brief explanation of several important amendments to the act made by the legislature in 1915. A synopsis of these amendments was given in the January issue of the *MONTHLY REVIEW* in noticing the department's third annual report. A further amendment was the repeal of section 25. Under this section, upon the appeal of any workman from a decision of the department affecting the extent of his injuries, the court might appoint not to exceed three physicians to examine the physical condition of the applicant and report to the court thereon. The power conferred by this section was never invoked, but the commission entertained a fear that if put into practice it would have resulted in a different rating of an injury each time a case was reviewed by the court.

Briefly summarizing the four years' operation of the workmen's compensation act, the secretary included in his portion of the report the following statement:

Approximately 13,020 firms and individuals employing 175,000 workmen are operating under the act at the present time. The sum of \$5,521,381.34 is the total receipts from all sources to the accident fund. The sum of \$3,290,773.57 has been paid out in claims; \$40,272.03 has been refunded to employers who have permanently discontinued business in the State of Washington; \$1,705,502.64 has been set aside in reserve to guarantee the payment of pensions to widows and children. Of this sum, \$390,033.92 has been paid out in pensions, leaving a balance in the reserve fund of \$1,315,468.72. The interest on the reserve fund for the four-year period has amounted to \$122,777.01. This sum is added to the reserve fund; therefore it has cost the reserve fund only \$167,256.91 to carry the pension payments four years. The balance in the accident fund is \$474,833.10. The interest on the average daily balance for the four years has amounted to \$24,280.54, making the total amount of accrued interest on both funds, \$147,057.55. The interest on the reserve fund for the year ending September 30, 1915, was \$63,913.47, an increase of \$5,049.93 over the previous year. The sum of \$113,965.58, account of remarriage of widows, and \$41,407.59, account of death of beneficiaries, making a total of \$155,373.17, has reverted to the accident fund.

There have been 56,483 accidents reported to the commission up to September 30, 1915. Final settlements have been made in 42,510 cases. This number includes 550

¹ State of Washington. Fourth annual report of the industrial insurance department. The Workmen's Compensation Act. Olympia, 1915. 119 pp.

cases reopened from the previous year; number of fatal cases reported, 1,189; of this number 605 have required pensions, 528 have not required pensions, and 56 are in process of assembly and adjustment. There have been 37 total permanent disabilities, all of which have required pensions; 2,502 claims have been rejected for cause; 1,482 claims suspended pending receipt of claimant's address; 8,029 claims suspended, account claims not filed by workmen, trivial cases; 1,108 claims in process of assembly and adjustment, 210 on continued monthly payments, account disability still existing; 22 claims on partial payments, account of temporary reduced earning power.

The audit division reports that during the fiscal year ending September 30, 1915, there were added to the list of contributors 3,096 new accounts, bringing the grand total of firms now listed to 13,020. Of this number approximately 10,000 accounts are active. As provided in the act an adjustment of the accounts is required as soon as possible after February 1. It has been the policy to render to each firm a statement of its account with the accident fund, and in case of excess payment to issue a credit memorandum, this credit to be available for the payment of additional contributions to the accident fund, or to be refunded by State warrant in the event the firm should discontinue business.

The following statement shows receipts and disbursements of the accident fund during the fourth fiscal year, ending September 30, 1915:

ACCIDENT FUND.

Balance in the fund, Oct. 1, 1914.....	\$487,035.56
Total contributions, year ending Sept. 30, 1915.....	\$1,217,687.67
Interest on daily balances.....	7,468.91
Return to accident fund from reserve fund, account remarriages or cessation of de- pendency.....	58,639.91
<hr/>	
Total.....	1,283,796.49
Less refund of excess contribution.....	19,090.66
<hr/>	
Total receipts.....	1,751,741.39
Claims paid—year ending Sept. 30, 1915..	883,542.46
Reserve set aside to secure pensions.....	393,365.83
<hr/>	
Balance.....	474,833.10

The reserve fund comprises those amounts set aside from the accident fund to provide for the payment of pensions to the dependents of injured workmen where the accident results in death or permanent total disability.

The statement of the reserve fund for the fiscal year is as follows:

RESERVE FUND.

Balance in fund, Oct. 1, 1914.....	\$1,084,329.49
Total awards, year ending Sept. 30, 1915.. \$393,365.83	
Interest received..... 63,913.47	
	457,279.30
Total.....	1,541,608.79
Pensions paid, year ending Sept. 30, 1915.. 167,500.16	
Return to accident fund, account remar- riage or cessation of dependency..... 58,639.91	
	226,140.07
Balance in fund, Sept. 30, 1915.....	1,315,468.72

Of the total cash balance in both funds, amounting to \$1,790,301.82, the sum of \$1,336,800 is invested in bonds to secure the reserve, leaving a net cash balance of \$453,501.82.

The law requires the State to pay the entire cost of administration of the industrial insurance department, leaving the whole amount paid in by the employers to be devoted to the payment of awards for injuries. Administration expenses for the year ending September 30, 1915, amounted to \$113,352.90; for the four years, \$430,380.83, or an average ratio of 7.8 per cent of the total contributions. A slight increase in the expense ratio has been due to a decrease in contributions, the decrease in contributions for the year ending September 30, 1915, over the previous year being \$378,163.69.

There are 48 classes into which the industries of the State are grouped for the purposes of the act. For each of 35 of these classes there is presented a separate statement of its accident and reserve funds, together with premium rates assessed per \$100 of pay roll. In 5 classes no reserve fund is given, and employments under the other 8 classes are either omitted or included in other classes.

The recommendation is made that the number of classes be reduced by at least one-half, since the experience of the past four years has apparently shown that the larger the membership of the class the greater is the security from being wiped out by a serious disaster. By such consolidation, it is suggested, the working balance could be reduced fully one-third, and this excess of cash retained by the contributors and used in their business.

The medical division reports 11,190 claims completed during the year. Injuries are classified under the following heads: Fractures, amputations, infections, scalds and burns, cuts, sprains, puncture wounds, bruises, dislocations, and unclassified injuries. Tables are presented under each of these 10 heads showing injuries further classified by member of the body injured, and indicating also the work days lost and amount of award. The following is a summary of these tables.

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INJURIES (EXCEPT FATALITIES) AND AVERAGE AMOUNT OF AWARDS FOR THE FISCAL YEAR ENDING SEPT. 30, 1915.

Kind of injury.	Temporary total disabilities.			Permanent partial disability awards.			
	Number of injuries.	Average duration of disability (work days).	Average amount of time loss awards.	Number.	Per cent.	Per cent of kind of injury.	Average amount.
Bruises.....	3,636	20.9	\$28.40	144	10.9	4.0	\$196.70
Cuts.....	2,384	18.5	25.09	169	12.8	7.0	173.60
Punctures.....	424	12.0	16.39	4	.3	1.0	87.50
Sprains.....	1,218	22.5	32.32	20	1.5	1.6	146.25
Fractures.....	1,319	73.2	94.36	289	21.8	21.9	275.00
Dislocations.....	139	51.0	70.81	22	1.7	16.0	251.25
Amputations.....	403	51.4	67.85	1 410	30.9	100.0	277.45
Scalds and burns.....	190	25.7	35.20	14	1.0	7.0	526.45
Infections.....	740	21.8	28.69	39	2.9	5.0	283.00
Unclassified.....	331	67.0	86.56	120	9.0	36.0	437.70
Multiples.....	406	.....	.....	96	7.2	.....	.....
Total.....	11,190	30.9	41.28	1,327	100.0	11.8	286.02

¹ Seven of these were originally bruises, cuts or punctures. The cases were reopened and final awards made for permanent partial disability after amputation.

The claim division states that there were 13,162 accidents reported during the year, a decrease of 1,927 as compared with the previous year. The following table exhibits the total accidents reported and the disposition made of claims during the four fiscal years of the operation of the compensation act; also the total from the first day of operation, October 1, 1911, to September 30, 1915:

ACCIDENTS REPORTED AND CLAIMS DISPOSED OF BY FISCAL YEARS, TO SEPT. 30, 1915.

Items.	Fiscal year ending September 30—				Total.
	1912	1913	1914	1915	
Accidents reported.....	11,896	16,336	15,089	13,162	56,483
Accidents reported (files incomplete).....					612
Accidents reported (files complete).....	10,193	17,146	15,322	13,210	55,871
CLAIMS DISPOSED OF.					
Allowed (total temporary disability; full and final award) ¹	6,356	12,380	12,584	11,190	42,510
Rejected (for cause).....	378	747	807	570	2,502
Suspended:					
Claims not made by workmen; injuries trivial.....	1,552	3,339	1,914	1,224	8,029
Unable to locate claimants, etc.....	348	519	356	259	1,482
Pensions (total permanent disability).....	2	13	13	9	37
Fatal accidents.....	257	319	347	210	1,133
Total.....			16,021	13,462	55,693
Less reopened during previous year.....			550	550	550
Total disposed of.....	8,893	17,317	15,471	12,912	55,143
Monthly payments (continued monthly account of temporary disability existing).....	314	471	422	210	210
Partial payments (continued account of reduced earning power existing as a result of injury).....	33	196	89	22	22
In process of adjustment (tracing claimants; completing files; under investigation, etc.).....	953	462	469	496	496

¹ Includes cases where permanent partial disability existed.

Fatal accidents to the number of 266 required adjudication. Of these 51 were carried over as unadjusted from the previous year and 215 were reported during the year. Disposition was made of 210 cases as follows: Pensions awarded, 105; rejected for cause, 20; suspended because dependents, if any, were unknown, 85. The remaining 56 cases were still open on September 30, 1915.

The division of statistics gives the following definitions of terms used in the preparation of the tables:

Temporary total disability refers to injuries where full time loss occurs and compensation is paid until recovery.

Temporary partial disability or loss of earning power refers to cases where injured suffers partial disability, and being compelled to work at reduced wages, receives the same percentage of compensation that his loss in wages bears to the original wage, until recovery. For instance, a man having earned \$3 per day, but being compelled to return to work at \$2 per day because of the injury, suffers one-third loss in wages and would receive one-third the original amount of compensation.

Permanent partial disability refers to cases that are permanent in their nature, and result in loss of member or function of member, and are awarded according to the percentage they bear to the maximum amount, which is \$1,500, based on the loss of the major arm.

Permanent total disabilities are those cases where injured is permanently disabled for life and is allowed a pension for which reserve is set aside.

Following this explanation the report gives a summary of the injuries and awards:

SUMMARY—INJURIES AND AWARDS.

Kind of Injury.	Number of injuries.	Award.
NONFATAL INJURIES.		
Temporary total disabilities.....	11,190	\$461,925.81
Permanent partial disabilities.....	1,327	379,550.00
Awards to parents of minors.....	60	1,943.75
Permanent total disabilities.....	9	¹ 32,728.70
Total for nonfatal injuries.....	12,586	876,148.26
FATAL INJURIES.		
Fatal injuries not requiring pensions.....	² 73	.....
Fatal injuries requiring pensions.....	² 138	362,515.93
Amount of reserves for pensions.....	191	.....
Number of burial awards.....		14,310.00
Amount of burial awards.....		.....
Total awards for fatal injuries.....	329	376,825.93
Grand total, all awards.....	12,915	1,252,974.19

¹ Reserve.

² The total of fatal injuries disposed of as given here is 211, while the total shown in the text of the report and in the table on page 74 is 210. The discrepancy is not explained.

Claims completed during the last two fiscal years, classified according to responsibility for occurrence, are shown in the table following.

ACCIDENTS DUE TO EACH SPECIFIED PERSONAL FAULT DURING FISCAL YEARS 1914 AND 1915.

Fault.	Accidents occurring during the fiscal year ending September 30—			
	1914		1915	
	Number.	Per cent.	Number.	Per cent.
Risk of trade.....	10,279	81.7	9,956	89.0
Workman's fault.....	906	7.2	589	5.3
Fellow servant's fault.....	399	3.2	163	1.5
Employer's fault.....	31	.2	13	.1
Foreman's fault.....	18	.1	6	.05
Third person's fault.....	25	.2	17	.15
Facts not ascertainable.....	928	7.4	446	3.9
Total.....	12,586	100.0	11,190	100.00

The proportionate loss borne by employer and by employee under the compensation law is shown in the following statement:

Number of cases reporting medical treatment.....	1,907
Total amount of wages lost.....	\$143,695.72
Total cost of medical treatment.....	32,808.01
Amount of immediate loss to employee.....	176,503.73
Awards for temporary disability or immediate loss borne by employer.....	63,328.55
Net amount borne by employer.....	113,175.18
Per cent of loss borne by employer.....	36
Per cent of loss borne by employee.....	64

The above claims represent 62,828 days lost and 147 showed permanent partial disabilities amounting to \$35,512.50 which have not been included in the above amount for the reason that it is generally considered that the compensation merely offsets the disability.

WEST VIRGINIA.

The first annual report of the Public Service Commission of West Virginia, covering the period June 1, 1913, to June 30, 1914, comprises three separate parts or volumes. Parts I and II relate to the operations of the commission in connection with all classes of public-service corporations. Part III (210 pp.) under date of September 15, 1914, presents an account of the commission's work as the administrative board of the workmen's compensation fund, the law creating which became operative October 1, 1913.

The work of administering the fund divides itself into two principal departments, namely, the contract department and the claim department. The contract department deals with the approval and entering

of subscription contracts upon the part of employers, the fixing of rates of premium, the sending out of premium bills, the inspection of plants, the auditing of employers' pay rolls, and the recording of the accident history of the several plants. The work of this department is set forth almost entirely in tabular form by the chief accountant.

Tables are presented covering about 140 pages. Three tables show in detail accidents causing permanent partial disability, accidents causing permanent total disability, and accidents causing death. A fourth table shows beneficiaries receiving monthly payments on account of temporary disability accidents. A fifth table shows pension roll of beneficiaries on account of fatal accidents. These tables are preceded by statements of contributors' accounts under the respective schedules or groups of employers, showing premiums accrued, premiums paid, disbursements on account of claim, and the number of permanent, temporary, and fatal accidents. There is presented also a classification of industries under 14 schedules embracing 220 subclasses, with premium rates for each subclass.

Employers to the number of 1,882, with 155,062 employees, contributed to the fund \$634,309.82 in premiums, 10 per cent of which, according to the West Virginia law, comes out of the wages of employees, and there was paid out to November 30, 1914, for medical expenses, funeral expenses, and compensation for injuries occurring to June 30, 1914, \$275,031.90, with further liability estimated at \$665,606.56, showing a deficit of \$306,328.64. The condition of the fund on June 30, 1914, was as follows:

Premiums accrued to June 30, 1914.....	\$634,309.82
Disbursed to Nov. 30, 1914, on claims occurring	
to June 30:	
Medical.....	\$47,759.19
Funeral.....	\$22,266.98
Less Eccles.....	7,290.09 14,976.89
Compensation in temporary disability claims..	132,905.18
	195,641.26
Compensation paid in permanent	
and fatal claims.....	72,100.55
Less Eccles.....	13,947.39 58,153.16
	253,794.42
Estimated liability:	
66 permanent partial injuries..	53,355.71
21 permanent total injuries...	28,000.00
364 fatal injuries.....	440,351.40
	521,707.11
Compensation paid.....	58,153.16
	463,553.95 463,553.95
	717,348.37

Deficit, June 30, 1914, exclusive of mine explosions.....	\$83,038.55
Proportion of estimated cost of Eccles mine explosion..	66,987.00
Deficit, June 30, 1914, including proportion of Eccles explosion.....	150,025.55
Balance of cost of Eccles explosion carried forward to following year	156,303.09
Estimated deficit June 30, 1914.....	306,328.64

Statements of the accounts with the various groups of employers show a surplus, as of June 30, 1914, in all except coal mining and mining other than coal, which show a deficit of \$391,370.42 and \$3,147.23, respectively.

The premiums for the first three months were estimated to have been ample to provide for all liability growing out of the accidents occurring during those months, but thereafter, owing to an increased number of permanent and fatal injuries, the maximum rate of premium under the law (\$1 per \$100 of pay roll) assessed against the coal-mining industry was greatly inadequate, even without considering the Eccles mine disaster of April 28, 1914. On that date an explosion occurred in the mines of The New Rivers Collieries Co. at Eccles, Raleigh County, in which 183 persons (including two unidentified persons and one insurance agent) were killed. The cost to the fund of this disaster for funerals was \$7,290.09, and it is estimated that \$1,200 set aside for each of the 180 identified workmen killed, or \$216,000, invested at 4 per cent, will provide for the compensation to the resulting dependents, making the total cost and liability on account of this disaster \$223,290.09, of which the funeral expenses and \$13,947.39 compensation was paid to November 30.

The loss ratio in the coal-mining schedule for the nine months, as estimated, was \$2.08 per \$100 of pay roll, of which \$1.47 was due to ordinary contingencies and 61 cents due to the Eccles explosion. The records of five years show that during the nine months a normal loss of life from explosions in the mines of the State would have been 54 instead of the 180 compensable lives lost in the Eccles disaster, and therefore the normal loss ratio from such catastrophes is 18 cents. To overcome the deficit it is computed that a rate of \$1.89 per \$100 will have to be assessed against the coal-mining industry for a period of four years; that is to say, for ordinary requirements, \$1.47; for a surplus against catastrophes, 18 cents; and to fund the deficit in four years, 24 cents. To overcome the deficit in mining other than coal it is computed that an average rate of \$1.54 per \$100 pay roll will be required; that is to say, for ordinary requirements, \$1.28; for a surplus against disasters, 16 cents; and to fund the deficit in four years, 10 cents.

Contractors showed a surplus at June 30 of \$6,894.58, but owing to an increased number of permanent and fatal injuries thereafter there was an estimated deficit in this schedule at December 31 of \$7,750. This, it is computed, will require an average rate of \$1.21 per \$100 pay roll; that is to say, for ordinary requirements, \$1.06; for a surplus against catastrophes, 13 cents; and to fund the deficit in four years, 2 cents.

Liability has been estimated for the period of 156 weeks at the respective compensation rates on account of permanent partial injuries, and at \$1,400 each for permanent total injuries, that being the approximate amount required for pensions for five years at the maximum compensation rate of \$6 per week. Liability on account of fatal injuries has been estimated at \$1,200 each, except in public-service corporations, and stores, warehouses, and hotels, in which the awards show a greater average liability. This average of \$1,200 is based on detailed estimates of the liability under 124 awards out of 241 fatal accidents (total occurring to March 31) which averaged, reckoning 10 years' compensation for widows, \$2,188.40 for each award, or \$1,126 for each fatality. Ten years is reckoned a fair estimate of the average term of dependency on the fund of widows, owing to the probability of remarriage.

There were 11,418 accidents reported for the nine months, of which 10,787 were temporary disabilities, 66 permanent partial disabilities 21 permanent total disabilities, and 544 were fatal. Compensation was not required in 4,919 cases in which the duration of disability did not exceed one week; 243 temporary disability claims were rejected, and disbursements for medical expenses or compensation were made in 6,710 cases of temporary disability. The following table sets forth by schedules the number of employees and the number of injuries to June 30, 1914, and the total claims paid to November 30, 1914.

NUMBER OF EMPLOYEES, AND NUMBER OF INJURIES TO JUNE 30, 1914, AND CLAIMS PAID TO NOV. 30, 1914, BY SCHEDULES.

Schedule.	Number of employees.	Injuries.				Claims paid.			
		Disabilities.			Fatal.	Medical and burial.	Temporary disability.	Pensions.	Total.
		Temporary.	Permanent partial.	Permanent total.					
Coal mining.....	82,495	5,859	46	20	476	\$28,377.07	\$88,553.76	\$61,314.75	\$178,245.58
Timbering and woodworking.....	18,605	982	3	.....	21	7,528.30	14,443.12	2,762.59	24,734.01
Mining other than coal, including quarrying.....	2,252	192	3	.....	5	955.50	1,807.31	1,112.78	3,875.59
Glass and clay products.....	5,562	293	.....	.....	3	3,476.67	3,130.03	169.35	6,776.05
Metal.....	14,652	2,009	4	.....	9	17,102.73	10,993.25	1,652.77	29,748.75
Public-service corporations.....	7,482	207	3	.....	10	2,833.49	3,058.60	1,637.85	7,529.94
Chemicals, oils, paint, and drugs.....	733	30	1	.....	.....	¹ 347.50	231.09	340.88	919.47
Clothing, textile and leather.....	4,155	96	1	.....	.....	¹ 703.55	738.22	261.42	1,702.19
Stoves and warehouses.....	2,860	57	.....	.....	1	676.66	581.09	321.38	1,579.13
Contractors.....	12,618	879	4	1	19	7,443.54	8,457.58	2,358.48	18,259.60
Explosives.....	79	1	.....	.....	.....	¹ 7.00	3.42	.....	10.42
Pulp, paper and printing.....	1,486	108	.....	.....	.....	¹ 198.25	346.01	.....	544.26
Food products.....	1,896	51	1	.....	.....	¹ 311.91	508.90	168.30	989.11
Miscellaneous.....	187	23	.....	.....	.....	¹ 64.00	52.80	.....	116.80
Total.....	155,062	10,787	66	21	544	70,026.17	² 132,905.18	72,100.55	275,031.90

¹ This covers medical claims only.² This sum was distributed among 6,710 claims.

It is stated that since the compensation law has been in force many fatal and nonfatal accidents and resulting deaths are reported to the mining department which would not previously have been reported.

The expense to June 30 of administering the law was \$29,803.75, or 4.7 per cent of the amount of premiums.

The work of the claim department is to receive the application of an injured employer for an award, docket his claim, assist in the preparation of his proof, obtain the proper evidence from employer, attending physician, and witnesses to the accident as to the cause and the nature and extent of the injury, and to pass preliminarily upon the proofs required in determining the amount of his award.

The work of this department is set forth by the chief medical examiner in 15 pages of tabular matter and 4 pages of text. The tables show the 11,418 accidents classified according to the nature of injury and part of body injured, and also the number of days lost on account of each of nine classifications—amputations, dislocations, fractures (simple), fractures (compound), wounds (infected), wounds (not infected), burns, sprains, and muscular cramps, and miscellaneous.

There were 44 cases of hernia reported, 9 of which were rejected by the commission. On this subject the following is quoted:

Out of 100 cases of hernia 84 are inguinal, 10 femoral, and 5 umbilical, leaving 1 for miscellaneous; and 35 per cent of the people as a class have a hereditary tendency to

hernia. One male in every 14 has hernia. The vast majority of acquired hernias develop very, very gradually and are not the result of an injury or fortuitous event. Only a very small per cent of hernias are the result of specific injuries. * * * and in a normal subject it [is] impossible to produce a hernia by traumatism or accident alone, unless the injury be of sufficient severity to tear or puncture the abdominal wall. The common hernia, or so-called rupture, is a diseased condition which exists from birth in the congenital type, or for some time previous to descent in the acquired type. * * * It can not be formed at once. It would appear from the above that if the commission allowed compensation in all cases of hernia, they would be paying for a diseased condition of long standing. * * *

The medical officer therefore recommends the establishment of a proper ruling which shall be a guide for action in all hernia cases.

REPORT OF THE NEW YORK STATE FACTORY INVESTIGATING COMMISSION.

On February 15, 1915, the New York State Factory Investigating Commission submitted its final report to the legislature.¹ This commission, consisting of nine members, was created² as a result of the Triangle Waist Co. fire occurring in New York City on March 25, 1911, in which 145 employees lost their lives. It was authorized "to inquire into the conditions under which manufacturing is carried on in cities of the first and second class of the State to the end that remedial legislation might be enacted for the protection of the life and health of all factory workers, and for the best interests of the public generally." Recognizing that "better working conditions produce increased efficiency, the lessening of mortality and morbidity of workers, and greater economy in manufacturing and producing," the commission conducted investigations into the general sanitary conditions in factories, fire hazards in factories, women's trades, conditions in bakeries (including physical examination of bakers employed therein), manufacturing in tenements, conditions in canneries, night work of women in factories, the tobacco industry, the printing industry, conditions in mercantile establishments, and conditions in the dangerous trades. During 1913 and 1914 the commission was authorized to inquire into the rates of wages paid in the different industries of the State, to report on the advisability of establishing a minimum wage, and, if thought advisable after further investigation of mercantile establishments, to prepare and present to the legislature a recodification of the labor law. In all, four reports³ of the activities of the commission were presented to the legislature. The latter, acting on many of the

¹ State of New York. Fourth report of the Factory Investigating Commission; report and appendixes. 5 vols. Albany, 1915.

² Authorized by legislative enactment approved June 30, 1911; commission organized in August, 1911.

³ Reports of the New York State Factory Investigating Commission: 1912, 3 vols.; 1913, 2 vols; 1914, 1 vol.; 1915, 5 vols.

recommendations contained therein, enacted laws concerning the following points:

1. The registration of factories.
2. Physical examination of children before employment certificate is issued.
3. Fire drills.
4. Automatic sprinklers.
5. Fire prevention; removal of rubbish; fireproof receptacles for waste material; protection of gas jets; prohibition of smoking in factories.
6. Prohibition of the eating of lunch in rooms where poisonous substances are prepared or generated in the process of manufacture; adequate hot and cold washing facilities for such establishments.
7. Employment prohibited of women within four weeks after childbirth.
8. Summary power of commissioner of labor over unclean and insanitary factories.
9. Reorganization of the labor department; industrial board.
10. Penalties for violation of labor law and industrial code.
11. Fireproof receptacles; gas jets; smoking.
12. Fire-alarm signal system and fire drills.
13. Fire escapes and exits; limitation of number of occupants; construction of future factory buildings.
14. Amendment to Greater New York charter with reference to fire prevention law.
15. Prohibition of the employment of children under 14 in cannery sheds or tenement houses; definition of factory building; definition of tenement house.
16. Manufacturing in tenements.
17. Hours of labor of women in canneries.
18. Housing conditions in labor camps maintained in connection with factory.
19. Physical examination of children employed in factories.
20. Amendment to child labor law; physical examination before issuance of employment certificate; school record; supervision over issuance of employment certificate.
21. Amendment to compulsory education law; school record.
22. Night work of women in factories
23. Seats for women in factories.
24. Bakeries.
25. Cleanliness of workrooms.
26. Cleanliness of factory buildings.
27. Ventilation; general; special.
28. Washing facilities; dressing rooms; water-closets.
29. Accident prevention; lighting of factories and workrooms.
30. Elevators.
31. Dangerous trades.
32. Foundries.
33. Employment of children in dangerous occupations; employment of women in core rooms.
34. Sanitation in mercantile establishments.
35. Hours of labor of women in mercantile establishments limited to 54 hours a week in the entire State.
36. Hours of labor of children between 14 and 16 in mercantile establishments reduced from 54 to 48 hours a week and their employment prohibited for more than eight hours a day or after 6 o'clock in the evening of any day.

During 1914 the constitutionality of two of these laws—prohibiting night work of women in factories, and prohibiting the manufacture

of infants' and children's wearing apparel in a living apartment of a tenement house—was challenged in the courts. In both cases the constitutionality of the laws was upheld, although in the first instance an appeal was taken to the court of appeals where the case was pending at the time the report was transmitted. The briefs submitted by the commission in each of these cases are included in Volume I.¹

The final report of the commission considers in detail (1) wages and wage legislation, (2) recodification of the labor law, and (3) consolidation of departments having jurisdiction over buildings in New York City.

As the result of complaints that there was overinspection of buildings in New York City by different city and State departments and that there was frequent duplication of work and at times conflict in the orders issued by the various departments, the commission made a thorough investigation and concluded it was desirable that the various inspection services of New York City and its boroughs should gradually be reorganized and their functions consolidated so as to reduce expense to the city, but in such a way as to continue the "effectiveness of the relation of the construction and use of buildings."

A tentative bill to amend the Greater New York charter so as to make possible the suggested changes is given in the report.²

The bill recodifying the labor law is the outcome of public hearings and a careful study of briefs and memoranda submitted by those interested. It is confined in the main to changes in form and arrangement rather than to changes in the substance of the law, and is a rearrangement of the provisions of the old law in logical order, removing ambiguities and contradictions that had crept in because of repeated amendments and making the law understandable to the employers and employees who are affected by its provisions. "The department of labor has been completely reorganized. It has been given facilities commensurate with great tasks imposed upon it, but despite its great correctional powers the commission believes that the greatest and highest function of the department of labor is to educate rather than to exercise the police power," and it suggests that the department endeavor to "bring about a closer relationship between labor and its employer to the end that conditions be improved, not only by the enactment of laws or the rigid technical enforcement of statutes but by showing that a greater care of labor induces a greater interest in the business of the employer and a corresponding profit both to the employer and the employee. Improvement of working conditions is real economy."

¹ Appendix II, pp. 301-371.

² Vol. I, Appendix III, p. 894.

WAGES.

The commission made an exhaustive study of the general subject of wages. To this end not only were public hearings held, but a questionnaire¹ was sent to several thousand people throughout the country, including experts, representatives of labor, professional men, members of economic and statistical organizations, and others. This questionnaire called for an expression of opinion as to the factors determining wages and the adequacy of the wage thus determined and as to the desirability of minimum wage (or other form of governmental action), whether it should be restricted to women and minors, by what agency to be determined, and its probable effects.

Supplementing the questionnaire a letter asking for a statement of views on the subject of minimum-wage legislation, to what extent it should be enacted, and the difficulties of administration and how they might be overcome, was sent to economists, social workers, lawyers, representatives of labor, employers and their representatives, and certain state and foreign minimum-wage commissions. To a number of employers and educators a letter was addressed requesting a discussion on the relation of industrial training to wages. The replies received from these two groups are presented in the form of a "wage symposium."² In addition to the above, memoranda on the relationship between low wages and the vice problem and immorality among women, and the advisability of enacting minimum-wage legislation were received from a group of men and women considered by the commission well qualified to speak with authority because of their interest and knowledge obtained through many years of experience and study in these matters.³

Detailed studies were made of specific phases of the wage problem by special investigators working under the direction of the commission. These reports are included in Volumes II, III, and IV and cover the following subjects: A report on vocational training,⁴ including a chapter on the wage value of vocational training; the relation of irregular employment to the living wage for women;⁵ minimum-wage legislation in Australasia,⁶ and, the cost of living in New York State,⁷ considered from the standpoint of unmarried women, men living independently, and the normal family, together with supple-

¹ The questionnaire, a list of those whose replies are presented, and the text of the replies are given in Vol. I, Appendix III, pp. 418-591.

² Vol. I, Appendix III, pp. 592-855.

³ A list of those replying, together with the text of their replies, is given in Vol. I, Appendix III, pp. 38 to 418.

⁴ Vol. IV, p. 1237.

⁵ Vol. II, p. 497.

⁶ Vol. IV, p. 1845.

⁷ Vol. IV, p. 1461.

mentary chapters on "Living on six dollars a week,"¹ "How the working girl of New York lives,"² and "A study of families."³

In carrying on the inquiry the commission deemed it essential to discover the following facts: (1) The wages actually paid in typical industries throughout the State; (2) The sufficiency of these wages to maintain employees in simple decency and working efficiency; and (3) The ability of industries to increase wages on the basis of the earning capacity of labor. The following indicates in brief the scope of the investigation:

	Establishments.	Workers.
Mercantile establishments.....	143	69,933
Shirt factories.....	112	13,056
Paper-box factories.....	238	11,760
Confectionery.....	84	9,767
Millinery ⁴	57	3,983
Button factories ⁴	59	916
Total.....	<hr/> 693	<hr/> 109,415

The inquiry was not limited to women and minors,⁵ but in the trades investigated they were found to predominate, and in the summary of this report the commission confines itself almost wholly to the question of wages paid this group of workers. "It is clear," says the report, "that the number of women who receive a low wage exceeds greatly the number of men, and the need of remedial legislation in their behalf is immensely more urgent." In every instance the data were taken from employers' records, and these were amply corroborated by interviews with more than 2,000 workers.

A distinction is made between the wage rate and actual earnings, the latter in many cases being less than the rates quoted because of part-time or irregular work, fines for lateness, breakage, mistakes, etc. Of 90,596 employees for whom weekly rates were reported, 51.8 per cent are rated at less than \$9, 42.9 per cent are rated at less than \$8, and 20 per cent are rated at less than \$6. In the mercantile establishments it was found that 25.3 per cent of the women and girls are rated at less than \$6; in the shirt factories 51 per cent are rated at less than \$6.50; in paper-box factories 51 per cent are rated at less than \$6.50; and in the confectionery establishments 50 per cent are rated at less than \$6.

When it comes to actual earnings, the commission found that of the 54,114 women employed in the four principal industries indi-

¹ Vol. IV, p. 1673.

² Vol. IV, p. 1693.

³ Vol. IV, p. 1783.

⁴ This industry was studied by a special investigator whose report is given in Vol. II. The result of this investigation is not included in the general statistical summary presented in Vol. III, nor is it considered in the general discussion and conclusions resulting from the wage investigation.

⁵ In the statistical summary, Vol. III, male workers are included.

cated above, covering 577 establishments and employing a total of 104,519¹ workers, 34.5 per cent receive less than \$6 per week, 61.6 per cent receive less than \$8, 72.2 per cent receive less than \$9, while 27.8 per cent are paid \$9 or more. In stores employing 31,646² females the earnings of 67.5 per cent are less than \$9 per week, 56.4 per cent get less than \$8, while 28.8 per cent receive less than \$6. These earnings include, where ascertainable, all commissions paid to sales people. Of 9,424³ females employed in the shirt industry, which is largely on a piecework basis, 65.5 per cent receive less than \$8 at the end of the week, and 39.3 per cent receive less than \$6. In the manufacture of paper boxes the proportions are almost exactly the same. In the confectionery industry, employing 5,676⁴ females, 53.2 per cent receive less than \$6, and 79.1 per cent get less than \$8. The following table shows the number and per cent of female workers in each industry earning each specified amount weekly.

TABLE 1.—NUMBER AND PER CENT OF FEMALE WORKERS EARNING EACH SPECIFIED AMOUNT PER WEEK, BY INDUSTRIES.

Industry.	Under \$6.		Under \$8.		Under \$9.		\$9 and over.		Total.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
Mercantile establishments.....	9,071	28.8	17,775	56.4	21,267	67.5	10,250	32.5	31,517	100.0
Shirt factories.....	3,671	30.3	6,114	65.5	7,065	75.7	2,268	24.3	9,333	100.0
Paper-box factories.....	2,947	38.5	4,995	65.3	5,865	76.7	1,782	23.3	7,647	100.0
Confectionery factories.....	2,987	53.2	4,443	79.1	4,858	86.5	759	13.5	5,617	100.0
Total.....	18,676	34.5	33,327	61.6	39,055	72.2	15,059	27.8	54,114	100.0

¹ Not including 129 not reporting weekly earnings.

² Not including 91 not reporting weekly earnings.

³ Not including 81 not reporting weekly earnings.

⁴ Not including 59 not reporting weekly earnings.

That low wages do not necessarily apply entirely to those with little or no experience or to those young in years is amply demonstrated by a study of the statistical summary. Forty-nine per cent of those who have had 5 years' experience in stores are receiving less than \$8 per week. In the large department stores 53.7 per cent and in the 5 and 10 cent stores 91 per cent of the women reporting receive less than \$8. In all the industries investigated approximately 60 per cent of the women and girls receive less than \$8. Nearly 60 per cent of the women in mercantile establishments are over 21 years of age, and of this number 34.3 per cent receive less than \$8. Of the total women in both department and 5 and 10 cent stores receiving less than \$8 a week, 37.6 per

¹ Of this number 740 did not report weekly earnings as shown in the statistical summary, Vol. III, pp. 670, 809, 833, and 860.

² This total includes 129 who did not report weekly earnings, as shown in Table I.

³ This total includes those not reporting weekly earnings and therefore does not agree with the total shown in Table I.

cent are over 21 years of age. The majority of women in all four trades studied reach the \$8 level only after 30 years of age. The investigation showed that two-thirds to three-fourths of the women and girls employed are unmarried, and that these were working not from choice but from necessity. In a special study of 1,300 women it was found that 65 per cent lived with their families, 75 per cent of whom turned all their earnings into the family fund while more than 20 per cent paid board.

Emphasis is placed on the fact that all the trades investigated are seasonal¹ which means that during certain periods of the year large numbers of employees are idle or are working in other employments and therefore do not earn as much as the weekly rate quoted. In fact, for periods ranging from 1 to 10 weeks many earn nothing at all. Others remain away from work and suffer deductions. Of 1,036 females in stores who reported on this point, 653, or 63 per cent, lost time during the year. In the shirt industry 152 women (86 per cent of those reporting) reported the loss of 5,502 days in a single year, or more than a month each. This loss of time and shifting of employment necessarily affects the average annual earnings. Based on the rates paid in retail stores 54 per cent of the girls would be reckoned as likely to receive less than \$400 a year. As a matter of fact, 61 per cent of the best paid women workers fell below that figure. In department stores shifting of employees is very great. In one New York City store over 12,000 employees were hired in one year in order to maintain a permanent force of 3,000. This, however, is exceptional. In one establishment the change amounted to only about 20 per cent of the normal force, while in practically all the others it was 100 per cent or over.

Throughout all the trades there appears to be no wage standard. For instance, in one factory cutters are receiving from \$10 to \$15 per week, while in another factory they receive for the same kind of work from \$15 to \$20. The commission discovered that wages in the shirt industry are depressed by competition with prison-made goods, the output from two institutions outside the State in 1913 being 195,000 dozen shirts which were sold in the open market. In an earlier report it was recommended that this practice be prohibited.

In the general wage study, information is presented showing hours of labor; days worked; earnings and experience; conjugal condition; annual earnings; time lost; seasonal fluctuations; deductions; premiums, bonuses, and commissions; relation between wages and sales, earnings and marriage, and earnings and nativity. A special chapter is devoted to organization and working conditions in retail

¹ See Vol. II, p. 497, for a detailed presentation of the subject of the relation of irregularity of employment to the living wage for women.

stores, and there is also a chapter on mutual aid associations in New York City stores.

In the investigation on the cost of living the commission found that a typical weekly budget of a girl working in a trade at \$6 a week is as follows:

Half of furnished room.....	\$1.50
Breakfast and dinner.....	2.10
Lunch.....	.70
Car fare.....	.60
Clothes, at \$52 a year.....	1.00
 Total.....	 5.90

In this account there is no allowance possible for doctor or dentist, amusements, newspapers, or extra car fare. After saving the balance for one year, this girl would have \$5.20 if she worked steadily and had no expenditures other than those given in the schedule. But the trade in which she works is seasonal, so she will not work the full 52 weeks. Her annual income may, therefore, be reduced one-fifth or more from even the low level given above. In the special report on this subject, to which detailed reference is made elsewhere in this digest, the author holds that the cost of living must include food, clothing, shelter, intellectual development, recreation, and a provision for the future. The inquiry developed the fact that only a few rooms in New York City can be secured at \$2.50 a week; that comfortable rooms cost \$4 a week, and that occasionally board and lodging may be had for \$7, but that the usual price is \$9. It is quite apparent that this standard is altogether too high, especially in view of the fact that a large majority of women (61.6 per cent), as shown in Table 1 above, earn less than \$8 a week.

OBJECTIONS TO WAGE LEGISLATION.

The hearings, which were held by the commission, and the questionnaire, to which reference has been made, developed reasons both for and against State interference with wages of women and unions. The objections which are presented in the report are followed by arguments in support of wage legislation, in which each objection is taken up and specifically denied.

CONCLUSIONS.

After careful deliberation and study of the results of its investigation and the testimony taken, the commission came to the conclusion that the State is justified in protecting the underpaid women workers and minors in the interest of the State and society. It found that there are thousands of women and minors employed in the industries throughout the State of New York who are receiving

too low a wage adequately to maintain them in health and decent comfort. The commission expresses the belief that this injuriously affects the lives and health of these underpaid workers, and that it is opposed to the best interests and welfare of the people of the State.

In order to remedy this evil, the commission recommends:

1. The enactment of a law creating a wage commission¹ which, after investigation, shall establish wage boards, composed of representatives of employers, employees, and the public, in any industry in which it has reason to believe women and minors are receiving less than a living wage. Wherever possible, the employers and workers are to be elected by their respective groups; but if this is impossible, employers and employees shall be notified of meetings at which the work of the wage commission shall be explained and the representatives of the trade asked to present recommendations to the wage board. The wage commission, after public hearings, and upon consideration of the report of the wage board, shall determine the amount of the living wage necessary for such women and minors, and recommend to employers payment thereof. The determination of the wage commission shall be published, and the commission shall also be required to publish the names of employers who fail to comply with its recommendations.

2. The adoption of an amendment to the constitution empowering the legislature to establish a wage commission which shall have power to fix living wages for women and minors in industry.

3. That the legislature submit this proposition to the constitutional convention for consideration.²

COST OF LIVING.³

A comprehensive study of wages, with a view to recommending the establishment of a minimum-wage law, is impossible without a careful investigation of the cost of living. Under the direction of the commission, this investigation was made by Prof. F. H. Streightoff, of DePauw University, Indiana, who in his report presents exhaustive data showing (1) the cost of living to a single woman, (2) the cost of living to a man living independently, and (3) the cost of living for a normal family. To determine as definitely as possible the amount of money necessary for life in "simple decency and working efficiency" was the purpose of the inquiry. The data were gathered from 1,937 women and girls in mercantile establishments and paper-box, shirt, and candy factories. The number is small as compared with the total employed in these industries in the State, but it is explained that the schedules used represent all sections of the four industrial fields covered and "for the purpose in hand, the study of the cost of living, the quantity seems adequate."

In considering the cost of living to single women, some details of the report may be summarized. Of the 1,937 tabulated, 1,789 had never married or were widowed. Of the total number of women

¹ A bill for the creation of a wage commission is submitted in the report. See Vol. I, p. 291.

² The matter was submitted to the constitutional convention, but no action was taken.

³ Vol. IV, p. 1461.

and girls, 18.8 per cent were between the ages of 14 and 17, and 83.8 per cent were less than 30 years of age. More than three-fourths (1,467) are native born. It is noted that 888, or 45.8 per cent, left school at or before the age of 14 years, which is the legal age at which a child may leave school for work. "To work" was assigned by 41.8 per cent as the reason for leaving school. About 11 per cent left school on account of illness, or death or sickness in the family, and it is stated that not one of these workers was earning as much as \$14 per week. Nearly two-thirds were living at home, most of them in families in which there were other wage earners. However, 93 women were found to be the sole support of their families, each family ranging in size from 2 to 10 persons. It is shown that of 1,929 women 62.6 per cent claimed to be entirely self-supporting, while 23.2 per cent declared that they were obliged to contribute to the support of relatives.

While instructive and necessarily requiring attention in considering the establishment of a minimum wage, these facts are, however, relatively unimportant as compared with the relation existing between the earnings of these women and their necessary expenditures. Upon this relation definite minimum-wage legislation must ultimately be based, for a minimum wage, to be worth while, must be equal to the cost of living. Thus a large portion of Prof. Streightoff's report is devoted to a discussion, with numerous detailed tables, of the earnings of these women, what they spend, how they live, the quality and quantity of their food, the sufficiency of their clothing, their home conditions, and their savings. The study of weekly earnings shows that a large proportion, 27.9 per cent, of 1,929 women reporting were receiving under \$6 a week, while 67.7 per cent of the entire number were earning less than \$8 per week. In the New York City factories the great proportion, more than 56 per cent, were found to be earning \$5 to \$7.99. Generally speaking, in all the industries one-fourth were earning under \$6 a week, two-thirds under \$8, and four-fifths under \$9. The average weekly earnings in New York stores and factories was \$7.77 and \$6.62, respectively, and the average earnings in up-state stores was \$6.23, and in factories \$7.01. The weekly earnings of these 1,929 women are specifically shown in the following table:

TABLE 2.—CLASSIFIED WEEKLY EARNINGS OF 1,929 FEMALE EMPLOYEES IN STORES AND FACTORIES IN NEW YORK STATE.

Industry.	Under \$6.		Under \$8.		Under \$9.		\$9 and over.		Total.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
New York City.										
Stores.....	158	19.8	441	55.4	568	71.4	228	28.6	1796	100.0
Factories.....	198	37.6	381	72.3	430	81.6	97	18.4	527	100.0
Other cities.										
Stores.....	123	30.1	351	86.0	383	93.9	25	6.1	408	100.0
Factories.....	60	30.3	133	67.2	156	78.8	42	21.2	198	100.0
Total.....	539	27.9	1,306	67.7	1,537	79.7	392	20.3	1,929	100.0

¹ Not including 4 not reporting weekly earnings.² Including the 8 not reporting weekly earnings, this total is 1,937, which is the total number scheduled.

What do these women spend to maintain a life of "decency and working efficiency"? Prof. Streightoff found that among the New York City store employees living at home and contributing to the family income "there seems to be a general tendency for the contribution to increase with the increase in wages, but the per cent of the earnings contributed to the family diminishes as the incomes grow larger." The average amount contributed by this group was \$4.53 a week, or 58.3 per cent of the weekly earnings. The mean weekly contribution to the family income was, among the New York City factory employees, \$5.70, or 86.1 per cent; among the up-State store women, \$4.54, or 72.9 per cent; and among the factory girls, \$5.64, or 80.5 per cent, of the average earnings. These figures show that a large proportion of the income of the working girl who lives at home is turned over to the parents. Directing attention to the women who reside with relatives or friends, Prof. Streightoff shows that among the employees in New York City factories the average weekly cost of board, lodging, and lunches is \$3.15, while the average for those in up-State stores is \$3.03 and for employees in up-State factories \$3.12. But the store women in New York City pay an average of \$4.74.

The normal expenditure of female workers in the stores and factories in New York State is shown more specifically, in connection with average weekly earnings, by the following table:

TABLE 3.—AVERAGE EXPENDITURE, FOR EACH PURPOSE, OF 1,937 FEMALE EMPLOYEES IN STORES, AND CANDY, PAPER BOX, AND SHIRT FACTORIES IN NEW YORK STATE.

Item.	New York City stores.			New York City factories.			Up-State stores.			Up-State factories.		
	Number reporting.	Average spent.	Percent. ¹	Number reporting.	Average spent.	Percent. ¹	Number reporting.	Average spent.	Percent. ¹	Number reporting.	Average spent.	Percent. ¹
Board, lodging, and lunches (women living independently).....	116	\$5.59	71.9	39	\$3.75	56.6	76	\$4.27	68.5	.....	\$4.40	62.8
Board, lodging, and lunches (women living with friends and relatives).....	102	4.74	61.0	113	3.15	47.6	126	3.03	48.6	.....	3.12	44.5
Contribution to family (women living at home).....	112	4.53	58.3	339	5.70	86.1	236	4.54	72.9	.....	5.64	80.5
Lunches.....	473	1.02	13.1	231	.85	12.8	150	.87	14.0	.....	.92	13.1
Clothing.....	374	1.61	20.7	208	1.34	20.2	200	1.58	25.4	.....	1.48	21.1
Laundry.....	50	.57	7.3	17	.55	8.3	60	.53	8.5	.....	.68	9.7
Car fare.....	558	.66	8.5	184	.58	8.8	203	.58	9.3	.....	.51	7.3
Savings.....	33	.94	12.1	43	.99	15.0	47	.94	15.1	.....	1.03	14.7
Dues and insurance ²	424	.13	1.7	283	.05	.8	268	.04	.6	.....	.07	1.0
Miscellaneous (spending money) ²	493	.49	6.3	358	.44	6.6	251	.52	8.3	.....	.54	7.7
Average weekly earnings.....	³ 800	7.77	.....	³ 531	6.62	.....	³ 408	6.23	.....	³ 198	7.01	.....

¹ Owing to inaccuracies in the table, Vol. IV, pp. 1512-1517, the figures in this column are computed from the average in the preceding column. In many instances, however, they agree with those in the table referred to.

² Average of all reporting, whether dues and insurance were paid or not, or whether they had spending money or not. Other averages are for those actually having the expenditure.

³ This is the number actually reporting, on which the average in the next column is based.

From the statement of facts and from the above table the conclusions are drawn that (1) the girl living with friends or relatives spends less for food and shelter than the one living independently; (2) the woman living at home contributes to her family more than the woman living in either other condition; (3) the expenditure for these purposes comprises a very large proportion of the wages, amounting in the case of women living independently and working in New York stores to over 70 per cent of their earnings, and to much higher proportions in some of the lower wage groups.¹

Letters of inquiry were sent out to persons whose opinions the commission considered valuable, asking, among other things, for estimates of the living wage for women in New York City. The replies received indicated that for the average woman under 18 years of age \$10.98 is necessary for living expenses, while for one over 18 years of age the amount to be thus spent should not be less than \$11.36. The author sees no apparent reason for discriminating between those over and those under 18 years of age, and concludes that it seems impossible to decide, from the standpoint of the cost of living, that either the girl or the adult woman requires a larger wage than the other.

¹ For instance, in New York City factories girls who earn from \$4 to \$4.99 reported an outlay of 99 per cent of their earnings for shelter and lodging, and the women living independently and employed in the up-State stores earning between \$5 and \$5.99 spent 81 per cent of their wages thus.

Admitting that the data available for the report were fragmentary and that it was impossible to rely solely upon the facts elicited from interviews with the girls, and basing the estimates on the conditions of women living independently, Prof. Streightoff presents the following as a necessary expense list:

TABLE 4.—ESTIMATED WEEKLY AND ANNUAL NECESSARY EXPENDITURE OF WOMEN AND GIRL WAGE EARNERS LIVING INDEPENDENTLY.

Item.	Annual expenditure.	Weekly expenditure.
Clothing.....	\$88.00	\$1.69
Laundry.....	20.80	.40
Room and board (except lunches).....	208.00	4.00
Lunches.....	46.80	.90
Car fares.....	31.20	.60
Insurance.....	20.00	.38
Amusements, recreation.....	26.00	.50
Health and incidentals.....	26.00	.50
Total.....	466.80	8.97

From the above showing it may be concluded that \$9 a week, if a steady income, will suffice to maintain in decency a working woman in New York City. It is interesting to note in this connection that 1,537 females (79.7 per cent), a great majority of whom, owing to seasonal fluctuation, are not employed the year round, were receiving less than the minimum thus established.¹ It should be kept in mind that this allowance of \$9 a week is not large enough to permit any saving. These estimates are set at the minimum and the fact is emphasized that this wage must be regular income. His study of living conditions led Prof. Streightoff to conclude that "the very least upon which a working woman can decently maintain herself in that city of the State where rents and food prices seem about the lowest, in Buffalo, is \$8.20 per week the year round, and in New York City \$9."

In connection with this subject illustrations of interiors and floor plans of homes are given showing the living conditions of working women.

In Part II Prof. Streightoff shows that the cost of living to a man living independently is \$505.80 per year, or \$9.73 a week.

In the study of the cost of living for a normal family, consisting of a man at work, a woman and three unemployed children, the conclusion is drawn that a total of \$876.43, or \$16.85 per week, is necessary for a decent existence. This is divided as follows:

¹ This proportion is substantially the same as that indicated in Table I, where it is shown that of the 54,114 female employees scheduled, 39,055, or 72.2 per cent, were receiving less than the minimum here suggested.

TABLE 5.—ESTIMATED NECESSARY WEEKLY AND ANNUAL EXPENDITURE FOR FAMILIES OF FIVE IN NEW YORK STATE.

Item.	Annual expenditure.	Weekly expenditure.
Food.....	\$325.00	\$6.25
Rent.....	200.00	3.85
Fuel and light.....	20.00	.38
Clothing.....	140.00	2.69
Car fare.....	31.20	.60
Insurance (man, \$20; family, \$15).....	35.60	.69
Furnishing.....	7.00	.13
Health.....	22.00	.42
Education; newspaper.....	5.63	.11
Recreation and amusement.....	50.00	.96
Miscellaneous.....	40.00	.77
Total.....	876.43	16.85

SPECIAL STUDIES.

Aside from the special inquiry made into the cost of living, other specific investigations were conducted in connection with the general study of wages. These have already been noted, but each is deserving of special reference. One inquiry related to irregularity of employment and its bearing upon a living wage for women and girls.¹ In the report which was prepared by Irene Osgood Andrews, assistant secretary, American Association for Labor Legislation, the author divides the workers into three main classes: (1) The smaller group of those permanently employed, (2) those who are employed for the entire busy season but are laid off at its close, and (3) those who drift in and out of the industry, working only a few days or weeks at a time in one place.

The essential facts determined by this special study seem to indicate that actual earnings fall far short of possible earnings based on "rate of pay"; that the average girl or woman loses in wages an amount equal to no less than 15 per cent of her possible earnings; that in many seasonal trades from 25 to 50 per cent of the workers remain three months or less; that a living income is dependent not only upon reasonable wages but also upon reasonable regularity of employment, and that unless reasonable regularity of employment can be definitely assured a living wage throughout the year can be secured only by setting up a wage rate sufficiently high to cover unemployment periods or by establishing some form of unemployment insurance.

Another matter intimately connected with the earning capacity of workers is their general education and special training for the occupation they follow. Thus the commission deemed it wise to make a special investigation of the relation between education and earnings. The report on vocational training² is taken up under

¹ Vol. II, p. 497.² Vol. IV, p. 1237.

four heads: (1) Vocational training in the paper-box industry, (2) the candy industry, (3) department stores, and (4) the wage value of vocational training. Each subject is treated by a special writer after personal study of conditions in the State. The investigation was actuated, it is stated, by a belief that the ultimate success of many of our commercial and industrial enterprises depends to a large degree upon the efficiency and intelligence of the workers engaged in those enterprises and that there is a very high correlation between training and ability in certain of the so-called skilled occupations. In a study¹ of 15 paper-box factories employing 1,467 persons, of whom 68 per cent are females, Mr. Robert J. Leonard, professor of industrial education, Indiana University, after a detailed description of the processes employed, reaches the conclusion that in the solid-box industry a short-unit course in vocational training is desirable in certain departments where men work but that in the case of the great bulk of women workers no such course would increase their earnings at all.

Anna C. Phillips, formerly investigator for the New York committee on safety, made a study to determine the possibility of vocational training in the candy industry.² Thirteen factories were visited and in only eight were the jobs studied. These factories are classed as making cheap and penny goods, cheap and high-grade goods, and high-grade goods. Based upon the machine and hand operations involved in the making of candy, both of which are described in the report, the author suggests that only six jobs may be regarded as skilled—candy making, chocolate hand dipping, bonbon dipping, fancy packing, crystallizing, and pan work. The greatest number employed are low paid and unskilled. There is no attempt to provide systematic training in the semiskilled work or even increase the efficiency of the worker in the semiskilled job and thus lead to a higher wage. This condition, coupled with the fact that the industry is largely seasonal, a large number of the workers being laid off after Christmas, makes the question of training workers "a complicated one."

A very careful and detailed analysis of department store work is presented by Iris Prouty O'Leary, special assistant for vocational education, State education department of New Jersey, in the report³ on the possibility of vocational training in that branch of industrial activity in which so many women and girls are engaged.⁴ The analysis of the business is entirely from the teaching standpoint and

¹ Vol. IV, p. 1243.

² Vol. IV, p. 1347.

³ Vol. IV, p. 1363.

⁴ Approximately 80 per cent of the employees are females; Vol. IV, p. 1372. In the chapter on wages in retail stores, Vol. II, p. 53, it is stated that "out of 57,359 workers recorded by sex, 33,732 (nearly 59 per cent) are women and girls."

for the purpose of determining to what extent there is in each occupation a teachable content which has a direct bearing on the efficiency of the employees in the particular job. The author finds that the department stores offer a wide field and exceptional opportunities for vocational training, because in every type of employment there is a certain definite content of knowledge or manipulative skill or both for which training can be given, and that difficulties of securing workers possessing the special knowledge required for efficiency in the various occupations indicates that there is need for such training.

Very little information was obtained showing the value of training in terms of increased wages or promotion. It is recommended that training be conducted on a part-time or continuation basis, that for the present instruction be organized as trade extension rather than trade preparatory training, that the instruction be specific, supplementing that received in the stores, that the training be carried on in the store where the necessary business atmosphere can be secured, that the schemes of training should first be planned to meet the needs of the average worker, and that the plan of training should be preceded by careful and comprehensive analysis of the industry for the purpose of determining the content of each occupation and its factors of efficiency.¹

For the purpose of finding an answer to the question, "Does vocational training increase the earning capacity of the wage worker?" Mr. Wesley A. O'Leary, assistant secretary, National Society for Promotion of Industrial Education, at the request of the commission made an investigation,² somewhat limited by the lack of available sources of information, in which the data were obtained by personal visits or by letter from vocational schools in various parts of the United States, from corporation schools, and from firms known to be interested in vocational training. Special reports and studies made by individuals and commissions, catalogues and records of vocational schools, and detailed wage statistics of 250 men in the sheet-metal and machinists trades were also used. These latter had taken training in evening vocational schools after entering their trades and their wages were obtained both before and after training.

The fact is emphasized that the data do not pretend to measure in exact terms the wage value of vocational education. In the first place, the expression of earnings as a product of training may be influenced by such considerations as the supply and demand of labor, organized labor, geographical location, health of the wage earner, the personal equation as between the worker and the foreman, how far industry recognizes an increase in the productive power of the laborer by a corresponding increase in wage, and other influences.

¹ Suggested unit courses are given in Vol. IV, p. 1400.

² Vol. IV, p. 1407.

In the second place, the wage value of vocational education is minimized somewhat by the fact that industrial education is of comparatively recent development, so that most vocational schools have hardly had time to learn what their problem is, to say nothing of developing a successful system of training. The persons with whom the vocational school is concerned are placed in three groups:

1. Young people who have not yet entered industry, but who are seeking admission through the training of the vocational school. They may be called the trade preparatory group.
2. Adult workers who are engaged in low-grade employment and who desire training for more highly skilled occupations. They may be called the trade-changing group.
3. Skilled workers who wish additional training along the line of their trade as the next step forward to greater efficiency. They may be termed the trade-extension group.

Taking up each group separately the author considers the effect on workers and their earning capacity of training in certain specific vocational and trade schools, and then suggests that the data obtained appear to indicate—

1. A tendency on the part of the day schools included in this investigation to place the graduate of the school in the industry at a higher initial wage than he could obtain without school training. How much higher can not with exactness be determined.
2. A tendency showing that these schools can materially increase the earning power of the young worker by saving him from "blind alley" occupations.
3. A tendency on the part of employers to pay graduates of certain trade schools on entrance to the industry approximately journeyman's wages.
4. A tendency which indicates the ability of a certain type of trade school to increase the wage of the worker by advancing him from low-grade employments to those requiring greater skill.
5. A limited tendency in the case of evening schools giving trade extension courses to slightly increase the earning power of experienced workers.

It is made clear that the evidence gathered does not conclusively demonstrate that these tendencies are general, nor does it prove that they are not. These tendencies taken together indicate a capacity on the part of vocational schools to advance the wage of the trained worker.

Volume V of the commission's report is devoted to testimony taken at hearings held to consider the subjects of consolidation of departments in New York City and wages and wage legislation.

In that portion of the report devoted to minimum-wage legislation in Australasia¹ the author aims to present the history of the laws in force in those States, together with the administrative working and economic and social conditions obtaining under each system prior to the outbreak of the European war. The greatest emphasis is put upon the systems of New South Wales, Victoria, and New Zealand.

¹ Vol. IV, p. 1845.

It is pointed out that the minimum wage as it is known in Australasia has been fixed either by wage boards or by a compulsory arbitration system with the deciding power lodged in a court consisting of a judge and perhaps a representative of both employers and employees. Each system owes its origin to a radically different motive—the former to the desire to put an end to the worst forms of sweating and underpayment in certain industries and the latter to the determination to do away with industrial warfare. The following brief outline is given showing certain points of resemblance and certain differences between these two systems in Australasia:

1. A minimum wage for adult workers and a special rate for those less competent is provided for by each method.
2. Each plan has passed through an evolution more or less similar. The minimum rate itself, the permit scheme, provisions for learners, the enforcement of awards and determinations, the penalty for discrimination against those taking part in the proceedings of a court or boards, the repression of strikes and the need for conciliation, all these are problems which have arisen in the course of time under both methods and have been met in much the same way.
3. Under every system except that of the Commonwealth, the main tribunals for the fixing of wages are deliberative bodies, where both employees and employers are represented.

Among the differences are noted the following:

1. Wages boards as such have no jurisdiction over strikes and lockouts as do the courts of arbitration.
2. The scope of the arbitration courts is wider and their quasi legislative and judicial powers are greater than those of the wages boards.
3. Under the wages-boards plan there is less interference with individual rights, contracts, and organizations than under compulsory arbitration.
4. The wages-board scheme in its purity implies the voluntary submission of the parties with compulsion only after every form of investigation and appeal is exhausted; arbitration relies essentially upon compulsion.
5. The wages boards make no distinction between unionists and nonunionists but have dealt with men as individuals. Compulsory arbitration depends essentially upon organization, and as unionism has been a most important factor in its administration, preference is frequently given to unionists.

The report indicates a tendency for each method to gravitate toward the other, and distinctions between the two plans can not be made as sharply now as they could several years ago. The minimum wage has generally tended to exceed the living wage, although, in the three States mentioned above, the adopted minimum usually has been "what the employees could get and the employers would give." So far as definite principles are concerned the Commonwealth conciliation and arbitration court, whose influence has extended to every court and wage board in Australia and also to New Zealand, has declared the basis of minimum wages to be "the normal needs of the average employee regarded as a human being living in a civilized community." This "irreducible minimum" for the adult man has

been interpreted to be a family wage for an unskilled laborer and was fixed in one of the most recent awards at 51 shillings (approximately \$10) per week. The rate for women is based on the needs of a single person living alone. The court held that the welfare of an industry must yield precedence to the living wage, but the rate for skilled workers may be reduced if the condition of an industry so demands. Provision is made for irregularity of employment, the traveling expenses of certain classes of workers, hours, holidays, and special industrial conditions. As the purpose of the court is primarily to secure industrial peace, interstate competition is a question most carefully considered. Yet notwithstanding this fact, the Commonwealth court in making its awards has adhered more closely to definite principles than any other tribunal.

OFFICIAL REPORTS RELATING TO LABOR.

UNITED STATES.

California.—*Industrial Accident Commission. General safety orders issued by the Industrial Accident Commission of the State of California, effective January 1, 1916. [Sacramento], 1915. 15 pp.*

Contains summary of safety provisions of the workmen's compensation, insurance, and safety act, as well as the general safety orders issued by the commission as to the guarding of dangerous machinery and places, statement of methods for forming safety committees as recommended by the National Safety Council, and some representative opinions of employees and employers as to the compensation act and the work of the commission.

— — — *Mine safety rules, issued by the Industrial Accident Commission of the State of California, effective January 1, 1916. Sacramento, 1915. 123 pp.*

Contains rules as to precautions to be observed in operating mines and subsidiary works; rules relative to reporting accidents, the employment of women and children in mines, and concerning mine sanitation, ventilation, hoistways, exits, etc.

New Hampshire.—*Bureau of Labor. Eleventh biennial report of the bureau of labor for the fiscal period ending August 31, 1915. Part one. Concord, N. H. 1915. 95, [1] pp.*

Presents statistics relating to industrial disputes, occupational diseases, unemployment in New Hampshire, and industrial accidents, and contains a directory of manufacturing and mechanical establishments and of local trade-unions.

The following data among others are reported:

	1912	1913	1914	1915
Industrial disputes.....	.4	5	6	2
Cases conciliated or arbitrated.....				1
Cases of occupational diseases reported.....				3
Nonfatal accidents.....	282		833	290
Fatal accidents.....	3		9	6
Expenditures for—				
Salary of commissioner.....				\$1,600.00
Assistants.....				\$955.20
Incidentals, including travel.....				\$569.12
Arbitration.....				\$174.34
Printing.....				\$372.66

The information concerning unemployment was secured from the secretaries of local trade-unions throughout the State and relates to the months, January to June, 1915, considered in two quarterly periods. Returns came from 73 organizations representing for the first quarter 6,293 members and 5,952 for the second quarter. These organizations represented 21 localities and 31 distinct trades. The following table has been prepared from the report by this bureau and shows the membership, and the number and per cent unemployed for each quarter of 1915 by those trades reporting 100 or more members in either quarter.

NUMBER AND PER CENT OF TRADE-UNION MEMBERS IN NEW HAMPSHIRE UNEMPLOYED DURING THE FIRST AND SECOND QUARTERS OF 1915.

Union.	First quarter (January-March), 1915.				Second quarter (April-June), 1915.			
	Unions reporting.	Membership.	Number unemployed.	Per cent unemployed.	Unions reporting.	Membership.	Number unemployed.	Per cent unemployed.
Barbers.....	5	164	4	2.4	5	167	3	1.8
Bartenders.....	4	257	18	7.0	4	267	38	14.2
Boot and shoe workers.....	3	1,228	140	11.4	3	1,268	87	6.9
Brewery workers.....	2	150	8	5.3	1	20	(1)	(1)
Carpenters and joiners.....	5	360	166	46.1	4	396	64	16.2
Cigarmakers.....	1	600	47	7.8	1	650	25	3.8
Firemen and engineers, locomotive.....	2	156	50	37.8	2	158	49	31.0
Garment workers.....	2	267	(1)	(1)	2	263	(1)	(1)
Machinists.....	2	184	8	4.3	2	184	8	4.3
Maintenance-of-way employees.....	5	336	7	2.1	5	338	7	2.1
Molders.....	4	185	59	31.9	4	182	245	24.7
Paper makers.....	2	356	(3)	(3)	2	356	32	1.3
Paving cutters.....	3	435	4150	44.8	3	300	190	63.3
Quarry workers.....	6	327	92	28.1	6	342	55	16.1
Railroad-station employees.....	5	361	4	1.1	5	310	9	2.9
Railway trainmen.....	3	472	55	11.7	3	370	47	12.7
Typographical union.....	4	130	13	10.0	4	59	3	5.1
All others.....	14	625	42	6.7	13	522	26	5.0
Total.....	- 72	6,293	872	13.9	69	5,952	658	11.1

¹ None.

² All members working 4 or 5 days a week.

³ Working 5 days a week, February to May, inclusive.

⁴ Nearly every one idle in January account of cold weather.

⁶ Not including 52 blacksmiths who were out of work 2 days week.

The data are also presented by causes, summarized in the following brief statement:

NUMBER AND PER CENT UNEMPLOYED IN TRADE-UNIONS IN NEW HAMPSHIRE, ON ACCOUNT OF SPECIFIED CAUSES, FIRST AND SECOND QUARTERS, 1915.

Cause.	First quarter, 1915.		Second quarter, 1915.	
	Number.	Per cent.	Number.	Per cent.
Lack of work.....	703	11.16	1,488	8.19
Sickness, accident, old age.....	129	2.04	115	1.93
Unfavorable weather.....	46	.73	11	.18
Strikes and lockouts.....	15	.23	15	.25
Other causes.....	31	.49	29	.48
Total.....	924	14.67	710	11.93

¹ Not including 52 blacksmiths who were out of work 2 days a week.

New Jersey.—*Bureau of Industrial Statistics. Industrial directory of New Jersey. Trenton, 1915. lxxii, 742 pp. Map.*

This industrial directory of New Jersey is in the nature of an industrial guidebook for the State, and constitutes the fifth of a similar series issued by authority of law in 1901, 1906, 1909, and 1912. The principal part of the volume consists of descriptive notes relating to New Jersey municipalities having a population of 100 or more, showing for each, the population, banking facilities, railroad and express service, schools, churches, etc., with such other information as may be desired by home seekers or by manufacturers seeking the most desirable locations for the establishment of manufacturing plants. Added to each descriptive note is a list of manufacturing establishments, names of officers of the board of trade or other semipublic body of a similar nature. By way of introduction to the volume there is a summary of industrial data covering New Jersey as a whole. A list of all trunk-line railroads and their branches traversing New Jersey is included.

A feature of the directory is the "Index to industrial opportunities" under which are listed the municipalities or towns included in the descriptive notes referred to above, with reference to the page numbers of each descriptive note, classified under various heads in order to show where opportunities and advantages of various designated kinds, such as free factory sites, local financial aid in starting new industrial enterprises, available labor forces, water power, idle factory buildings, raw material, etc., for any particular industry may be secured. An alphabetical industry classification of the goods made in New Jersey and the firms engaged in their manufacture conclude the volume.

—*Department of Labor. Standard safeguards; transmission machinery. [Trenton, N. J.] 1915. 26 pp.*

This pamphlet contains specifications and illustrations for the construction of safeguards for transmission machinery which the commissioner of labor may require to be installed in the establishments of the State.

Ohio.—*Industrial Commission. Physical examination of wage earners in Ohio in 1914. Columbus, 1915. 29 pp. (Bulletin of the Industrial Commission of Ohio, vol. 2, No. 6; Department of investigation and statistics, report No. 18.)*

A summary of the contents of this monograph will appear in a future number of the REVIEW.

Washington.—*Bureau of Labor. Special report on the salmon canning industry in the State of Washington, and the employment of oriental labor. November, 1915. Olympia, 1915. 16 pp.*

Salmon fishing, one of the foremost industries of the State, is particularly seasonal, of short duration, and requires intensive labor. Owing to these conditions and the irregular demand for labor, and general risk involved, a system of contract labor has developed. Formerly Chinese coolies predominated, but owing to the exclusion acts, Japanese labor has to a large extent supplanted it. Considerable friction is thus engendered between the Japanese and white labor, resulting at times in uprisings and demonstrations.

Owing to the uncertain factors of the industry, irregular and uneven runs and comparatively limited season, three classes of labor have been found necessary: (1) Permanent employees throughout the year, principally Chinese, semiskilled, with wages ranging from \$45 to \$125 per month and board; (2) Seasonal contract, unskilled Japanese labor secured through Oriental employment agencies; wages ranging from \$40 to \$45 per month and board, and (3) Extra labor consisting of the white resident population for intensive periods of the season, for which 25 to 30 cents per hour is paid.

Excluding fishermen and other outside laborers, it is estimated that in ordinary years the first group consists of 900 to 1,200 white men and 800 to 1,000 Orientals, the second of 7,000 to 9,000, and in extraordinary years of 12,000 to 15,000 contract laborers. The third group is so irregular that no reliable estimate as to numbers can be given.

The introduction of machinery in recent years has reduced manual labor required from 50 to 100 per cent.

It is stated that the cannery men, as well as white residents, are hostile to Oriental labor. Although one large packing company of Everett has been operated for three years with a white crew, the problem seems, in general, to lie in securing an adequate number of white laborers.

The report concludes by declaring that "The employment of white labor can be largely accelerated by the assistance of the Federal Labor Department through its employment agency system, which in connection with the postal service has access to laboring people living in rural districts. These people may be reached and their applications received for the work long before the canning season so that an adequate supply may be assured. Given the opportunity to get the work, many honest and reliable workers will take advantage of it. Heretofore no means for this purpose have been at their command. The manner in which the Federal Labor Department furnished workers in the berry fields and fruit districts of the Puyallup and Yakima valleys this year to the satisfaction of growers is an example worthy of notice."

United States.—Bureau of Labor Statistics. Wages and hours of labor in printing and binding trades. Letter from the Secretary of Labor transmitting, in response to a request of the joint committee on printing, certain information relative to the wages and hours of labor in the printing and binding trades in 1914 and 1915. Prepared under the direction of the Commissioner of Labor Statistics. Printed for the use of the Joint Committee on Printing. Washington, 1916. 129 pp. (64th Congress, 1st session, Committee print.)

This report was prepared in response to a request from the joint committee on printing on July 14, 1915. It presents the union scale of wages and hours of labor in the printing and binding trades in 1914 and 1915, and the actual rates of wages and hours of labor prevailing on May 15, 1915, in 179 representative printing and binding establishments in 26 cities of the United States.

The cities included and the number of establishments were as follows:

City.	Establishments.	City.	Establishments.
Atlanta, Ga.....	5	Milwaukee, Wis.....	12
Baltimore, Md.....	7	Minneapolis, Minn.....	8
Birmingham, Ala.....	5	New Orleans, La.....	5
Boston, Mass.....	10	New York City, N. Y.....	8
Buffalo, N. Y.....	5	Philadelphia, Pa.....	12
Chicago, Ill.....	7	Pittsburgh, Pa.....	9
Cincinnati, Ohio.....	10	Providence, R. I.....	7
Cleveland, Ohio.....	8	Richmond, Va.....	5
Denver, Colo.....	3	St. Louis, Mo.....	4
Detroit, Mich.....	9	Salt Lake City, Utah.....	4
Indianapolis, Ind.....	6	San Francisco, Cal.....	3
Kansas City, Mo.....	6	Seattle, Wash.....	3
Memphis, Tenn.....	5	Washington, D. C.....	13

All data included in the report were gathered by special agents of the Bureau of Labor Statistics by personal visits to business agents and secretaries of the respective trade-unions and to the offices of employers. In collecting the union wage scales, printed scales, written agreements, and trade-union records were consulted whenever available. The information furnished by employers was taken directly from the pay rolls of the several establishments visited.

Five statements are presented as follows: (1) Union scale of wages and hours of labor in each trade, by cities, May 1, 1915, and May 1, 1914; (2) classified and average rates of wages per hour in each trade, by cities, in 1915, from establishment pay rolls; (3) full-time hours of labor per week in each trade, by cities, in 1915, from establishment pay rolls; (4) overtime rates of pay and leave allowances in each establishment in 1915; (5) free hospital and medical service, by cities, in 1915.

— *Bureau of Mines (Department of the Interior). Fifth annual report for the fiscal year ended June 30, 1915. Washington, 1915. 106 pp. Chart.*

"Safety and health for workers in the mineral industries and greater efficiency and the prevention of waste in preparing and utilizing mineral resources—these are the aims of the Bureau of Mines and the purpose of the work it is doing." This report contains a brief history of the origin, development, and accomplishments of the bureau, and the benefits derived from the work of the bureau such as: Development of methods of preventing dust explosion in coal mines; increased use of approved explosives; safeguarding the use of electricity in mines; rescue and first-aid methods developed; more healthful conditions in metal mines; accurate and comparable statistics of accidents in the mineral industries; determination of the quality of different coals; inspection of coal purchased for the Government; recovery of the by-product in coke making; safety in metallurgical plants; decrease of waste and increase of efficiency in mineral technology; lessening of waste of petroleum and gas; discovery of the Rittman processes for refining gasoline and manufacturing benzol and toluol; prevention of damage from smelter smoke; etc.

With respect to accident statistics the report states that when the Bureau of Mines was established no accurate and comparable statistics of mine accidents were available for all the mining States. Since then the bureau has succeeded in securing statistics of accidents in coal mines, metal mines, quarries, coke ovens, ore-dressing plants, and smelters, which data are published in special bulletins.

Systematic methods of rescue work and recovery after mine disasters form a prominent feature of the work of the bureau, it is stated. The following table shows the number of mine disasters investigated by the bureau during each calendar year since 1907. It does not, of course, show all accidents of that kind occurring in mining.

ACCIDENTS INVESTIGATED BY BUREAU OF MINES EMPLOYEES, AND NUMBER OF PERSONS KILLED, SUCCOCATED, AND RESCUED, 1907-1915.

Item.	1907	1908	1909	1910	1911	1912	1913	1914	1915 to June 20.	Total.
Number of accidents investigated.....	12	16	25	25	35	47	73	65	35	333
Number killed.....	837	331	494	522	462	283	512	377	207	4,025
Number suffocated.....	269	114	80	200	201	51	122	63	83	1,183
Number rescued by Bureau of Mines men.....	2	29	20	13	7	19	2	1	43	135
Number rescued by others.....	21	16	124	243	81	84	106	26	41	742
Number who escaped unassisted.....	5	33	403	132	18	117	100	1,127	194	2,038

¹ Includes 42 miners at Layland, W. Va., rescued jointly by Bureau of Mines crew, Gary (W. Va.) crews, State inspectors, company officials, and volunteer crews.

— *Chief of Ordnance. Report of the Chief of Ordnance to the Secretary of War, 1915. Washington, 1915. 51 pp. (Annual report, War Department, fiscal year ended June 30, 1915.)*

— *The Taylor system of shop management at the Watertown Arsenal: Premiums earned during the month of June, 1915. Washington, 1915. 53 60 pp. (Appendix: Report of the Chief of Ordnance, 1915.)*

This report is here listed in order to call attention to that part of it which relates to the system of scientific management and its operation in the Watertown Arsenal of the

War Department. The appendix consists merely of tables showing the amount of premiums earned during the month of June, 1915, by employees at the arsenal.

It is noted in the report that the system was interrupted to a slight extent by legislation contained in the Army Appropriation Act of March 4, 1915, which directed that no funds appropriated by that act should be expended for the making of time studies of an operation or for the payment of any premium, bonus, or cash reward to any employee over and above his regular wages. This curtailed the system in the Frankford Arsenal in which thereafter a system of simple piecework was adopted, while at the Watertown Arsenal, in which work is done under the Fortifications Act and not under the Army Appropriation Act, the system of premium payments or bonuses was continued. The time studies had, however, to be discontinued as the Army officers who had been conducting them had been paid out of the Army Appropriation Act.

The Chief of Ordnance is of the opinion that the Taylor system of scientific management as practiced in the Watertown Arsenal since 1911 demonstrates "the advantage to the Government and the advantage to the workmen."

There is submitted each month from the Watertown Arsenal a statement showing the employees who have worked upon premium jobs, which gives the day rate of each employee, the time which he has worked during the month under the premium system, and the amount of premium which he earned, stated both in dollars and cents, and as a percentage of his regular wages for the same time. From the statement for the last month of the fiscal year which is covered by this report, June, 1915, the following tabulation has been made up:

STATEMENT OF PREMIUMS PAID AT THE WATERTOWN (N. Y.) ARSENAL.

Occupation.	Number em- ployed on premium work.	Average premium over and above regular pay ex- pressed as a per- cent- age of the latter.	Percentage of all the work done which was performed under pre- mium.
Molders.....	9	27.62	72.48
Machinists.....	164	24.13	55.15
Machinist's helpers.....	25	22.29	8.90
Blacksmiths.....	10	19.68	33.39
Blacksmith's helpers.....	11	21.32	30.34
Molder's helpers.....	8	33.16	6.46
Chippers.....	10	31.97	38.97
Laborers.....	31	28.61	22.85
Toolmakers.....	4	20.99	7.13
Machine operators.....	2	17.88	97.51
Screw makers.....	1	35.30	99.75
Machinist's apprentices.....	1	1.90	82.04
Furnace helpers.....	2	27.35	19.25
Apprentice molders.....	1	11.64	57.01
Core makers.....	1	33.33	2.01
Firemen.....	1	25.34	17.35
Steam-hammer drivers.....	1	24.11	39.58
Skilled workmen.....	6	26.98	27.94
Painters.....	4	23.21	31.29
Carpenter's helpers.....	1	43.12	5.75
Carpenters.....	7	27.95	15.78
Toolsmiths.....	2	33.39	16.56
Mason's helpers.....	1	35.97	30.42
Teamsters.....	4	31.26	97.48
Plumber's helpers.....	1	.....	.35
Riggers.....	1	32.14	47.28
Skilled laborers.....	1	32.38	14.12
Engineers, locomotive crane.....	1	32.36	47.12
Gang bosses.....	10	10.70	29.43

The operations of the Workmen's Compensation Act of 1908, as affecting employees in the arsenals and establishments of the Ordnance Department, is presented in the table which follows:

STATISTICS OF FEDERAL WORKMEN'S COMPENSATION AS AFFECTING THE ORDNANCE DEPARTMENT.

Year ending June 30—	Total injured.	Absent on account of injury.							Amount paid on account of disability.	Total num- ber of em- ploy- ees.
		Total.	Less than 5 days.	5 to 10 days.	10 to 15 days.	15 to 20 days.	20 to 25 days.	25 days and over.		
1909.....	286	236	87	33	13	44	13	46	\$3,714.70	6,628
1910.....	372	284	78	37	19	47	39	64	11,541.15	6,037
1911.....	518	326	115	29	12	47	43	80	15,218.85	5,444
1912.....	612	358	131	29	11	65	43	79	15,865.99	5,317
1913.....	800	441	178	44	17	64	48	90	18,376.30	5,305
1914.....	1,518	566	229	75	37	101	34	90	18,631.92	6,127
1915.....	1,956	630	281	58	26	88	63	114	25,152.99	7,143
Total.....	6,062	2,841	1,099	305	135	456	283	563	108,501.90	.....

In this connection the Chief of Ordnance recommends a reduction of the waiting period for the payment of compensation and of the amount of compensation paid, which "should not be full payment, but should leave upon the employee a sufficient part of the burden to constitute an incentive for returning to his work with reasonable promptness."

— *Department of Labor, Opinions of the Solicitor for the Department of Labor dealing with workmen's compensation. From August, 1908, to April, 1915. Washington, 1915. 811 pp.*

The Federal Compensation Act of May 30, 1908, granting compensation to employees in hazardous occupations in the service of the United States, is not the subject of interpretation by the courts. Authority to construe the act, as well as to administer its provisions, rests with the Secretary of Labor, and the officer directly authorized to construe the act is the solicitor of the department, who is an official of the Department of Justice. His opinions, however, are purely advisory and become the official expression of the Secretary of Labor merely by virtue of the approval of the latter.

The Federal compensation act became operative August 1, 1908, and the compilation of the opinions of the solicitor recently issued by executive authority includes the period of the operation of the act up through April, 1915. It therefore includes opinions from a former compilation, which appeared in 1912, after four years of operation under the act as interpreted by the Department of Commerce and Labor. Besides the opinions of the solicitor of the department, there are also included in the compilation several opinions of the Attorney General and the decisions of the Comptroller of the Treasury, involving disputed questions regarding the payment of moneys under the act. Overruling opinions contain a note to that effect.

— *Philippine Commission. Report of the Philippine Commission to the Secretary of War, July 1, 1913, to December 31, 1914. (In one part.) Washington, 1915. xi, 426 pp. (Annual reports, War Department, fiscal year ended June 30, 1915.)*

This report includes that of the Philippine Commission, the Governor General, Secretaries of the Interior, Commerce and Police, Finance and Justice, Public Instruction, constituting a complete report of the operations of the different departments, bureaus, and offices of the Government during the period July 1, 1913, to December 31, 1914. It includes, therefore, a period of 18 months by reason of a change in December, 1913, making the fiscal and calendar years identical.

The report of the Bureau of Labor, under the Secretary of Commerce and Police, is given in two parts—July 1 to December 31, 1913, and January 1 to December 31, 1914. The employees of the bureau are all Filipinos. While their number (30, of whom 5 are messengers) was unchanged during the years 1913 and 1914, their salaries were increased from 16,684.03 pesos (\$8,342.02) in 1913 to 38,149.48 pesos (\$19,074.74) in 1914. This includes employees and salaries paid in operation of employment offices also. The total appropriation for 1914 was 54,324.20 pesos (\$27,162.10).

There were six strikes reported in the last half of 1913 and ten during the year 1914. Of the former, one resulted in favor of the strikers, three in favor of employers, and two were unsettled at the time the report was made. In 1914 four were satisfactorily adjusted, and in 6 no settlement was effected.

From July 1, 1913, to December 31, 1914, 356 labor accidents were reported, resulting in 393 persons being injured, of whom 82 died from injuries, 25 were permanently and 284 temporarily disabled, and in 2 cases the results were not reported.

During the year 1913 there were 10,021 persons who registered with the four free employment agencies. Of this number 7,879 were placed. During 1914 there were 8,501 such registrations and positions were found for 7,173. Of this last number 4,028 were immigrant laborers sent to other localities.

Public Health Service. Annual report of the Surgeon General of the Public Health Service of the United States for the fiscal year 1915. Washington, 1915. 398 pp.

This is the Forty-fourth Annual Report of the Public Health Service of the United States. The service is conducted through seven divisions, and its operations for the year 1914-15 are reported under the following titles: Scientific research; Foreign and insular quarantine and immigration; Domestic (interstate) quarantine; Sanitary reports and statistics; Marine hospitals and relief; Personnel and accounts; and Miscellaneous.

The results of a comprehensive investigation begun the previous year relating to the health of garment workers and hygienic conditions in this industry are summarized in this report.

An investigation of the illuminating systems showed that in some shops inadequate light was furnished. Of the 34 workshops containing 45 workrooms, all were using daylight, while 23 per cent of them depended to some extent on artificial light, and in a little over 56 per cent of the working plants photometric measurements showed that the light furnished fell below the standard established by the service as necessary, and recommendations were made with a view of improving these conditions.

The report on the results of the study relative to the liberation of poisonous gas in the use of gas-heated pressing irons is in preparation.

An extensive survey of every typical illuminating system in use in the United States Treasury Building at Washington, D. C., was made.

A separate report will be prepared showing the results of a comprehensive study on the prevalence of tuberculosis in the various industries, and upon the influence of climatic conditions, floods, population elements, immigration, etc., on the tuberculosis death rate.

Mine, steel-plant and convict-camp sanitation, child-labor problems, health organizations, etc., form separate subjects for discussion.

Under the title "Occupational disease, and Workmen's Compensation Laws" decisions of the Supreme Judicial Court of Massachusetts, and the Supreme Court of the State of Michigan are noted.

Among the needs of the Public Health Service is noted the necessity for the enlargement of the studies of occupational diseases and the causes giving rise to them. These

require inspections of factories and statistical compilations, laboratories for research, and other improved methods and standards implying a large increase of funds.

FOREIGN COUNTRIES.

Denmark.—*Arbejdsløshedsinspektør. Indberetning til Indenrigsministeriet for regnskabs-aaret 1914-15. (1. April 1914-31. Marts 1915.) Copenhagen, 1915. 17 pp.*

Unemployment insurance has been organized in Denmark since April 9, 1907, under the act of that date. At the close of the fiscal year March 31, 1915, as reported by the unemployment inspector, there were in existence 57 recognized voluntary unemployment insurance funds, with a membership of 139,505; there was an increase of two in the number of funds over the preceding fiscal year. Of the total number 52 were organized for individual trades and are national in their scope, four were limited to certain trades within a district, and one was a purely local fund. The membership was so proportioned that 45 per cent were found in Copenhagen and Fredericksberg, 38 per cent in the towns of the Provinces, and 16 per cent in rural localities. The total receipts of the 57 funds in the current year were 3,252,186.49 crowns (\$871,585.98); the total expenses were 3,078,532.59 crowns (\$825,046.73). Statistics for the fiscal year 1913-14 show that of the total receipts for that year, 1,664,513.25 crowns (\$446,089.55), or 51 per cent, were contributed by the members, 30 per cent was provided by State subvention, 14 per cent by municipal subsidies, and 5 per cent from other sources—interest, donations, etc. There is here presented a summary table of data for the year 1914-15.

NUMBER OF MEMBERS OF UNEMPLOYMENT INSURANCE FUNDS, UNEMPLOYED PERSONS RECEIVING BENEFITS, DAYS BENEFITS WERE PAID, AND WORKING DAYS LOST, 1914-15.

Funds.	Number of mem- bers of funds.	Persons receiving benefits.		Days benefits paid.		Working days lost.		Per cent of work- ing days lost for which com- pen- sa- tion was paid.
		Total.	Per 100 mem- bers.	Total.	Per mem- ber.	Total.	Per mem- ber.	
Building trades and furniture making.....	26,805	15,078	58	695,985	27	1,339,661	51	51
Day laborers.....	47,263	16,541	36	598,741	13	1,140,908	25	52
Wood products.....	18,085	4,185	24	127,397	7	201,768	12	55
Textiles and clothing.....	13,842	4,163	31	122,486	9	1,232,660	118	143
Lumber and woodworking.....	5,635	1,665	30	52,913	10	1,98,518	118	150
Metal working.....	17,730	5,451	32	155,604	9	263,187	15	51
Printing and bookbinding.....	5,648	2,004	37	105,155	19	157,326	29	58
Others.....	² 4,305	926	22	32,855	8	84,221	20	39
Total.....	² 130,921	50,013	37	1,891,136	14	³ 3,518,249	³ 26	³ 51

¹ Not reported in one fund.

² Not including 192 members of two newly organized funds which do not figure in the returns for the fiscal year.

³ Not reported in two funds which paid benefits for 2,762 days.

Great Britain.—*Home Department. Interim report on an investigation of industrial fatigue by physiological methods. London, 1915. 34 pp.*

Descriptions and results of a series of physiological tests used in investigating industrial fatigue. The starting point for the inquiry, it is stated, dates from a resolu-

tion adopted at the International Congress on Hygiene and Demography held at Brussels in 1903 to the effect that "the various Governments should facilitate as far as possible investigation into the subject of industrial fatigue." The experiments were conducted under factory conditions along lines which required careful laboratory work continued for some months as determined suitable for the purpose.

The term fatigue is used in this report in a broad sense, and includes a general lowering of the functions of the body as a result of extreme or prolonged activity. The methods used were intended to discover fatigue of muscle and of the peripheral nerve, and mental fatigue, all involving nine different tests.

Thirty-ninth annual report of His Majesty's inspector of explosives, for the year 1914. London, 1915. 137 pp.

Certain modifications of Orders in Council relating to the pressure permitted in acetylene gas generators, and the permitted substitution of certain elements in the manufacture of gunpowder are mentioned in the introduction.

Under the title of manufacture, the number of factories operating under certificate or license, new licenses issued, reports of results in experiments to determine the best type of buildings suitable for manufacture of explosives, number of accidents and their results are summarized. Names of new explosives added to, and those removed from the authorized lists, as well as those reported authorizable, and those in which the definition or name is altered are given. Other topics covered are: Storage, packing and conveyance; importation; Government inspection and search; report of chemical advisers; accidents; experiments; explosives in coal mines, etc.

The following table shows the number of accidents occurring in the manufacture, storage, conveyance, and use of explosives and from miscellaneous causes, 1910-1914, by years:

NUMBER OF ACCIDENTS OCCURRING IN THE MANUFACTURE, STORAGE, USE, ETC., OF EXPLOSIVES, 1910-1914, BY YEARS, AND FOR THE TEN-YEAR PERIOD 1905-1914.

Year.	Manufacture.			Storage.			Acci-dents in-transporta-tion.	Use and miscella-neous.			Total.		
	Acci-dents.	Per-sons killed.	Per-sons injured.	Acci-dents.	Per-sons killed.	Per-sons injured.		Acci-dents.	Per-sons killed.	Per-sons injured.	Acci-dents.	Per-sons killed.	Per-sons injured.
1910....	65	6	25	11	3	11	.....	374	57	406	450	66	442
1911....	69	13	40	4	5	5	.....	442	38	503	515	56	548
1912....	104	1	33	3	4	3	1	348	30	393	456	35	429
1913....	86	13	50	6	4	7	13	403	48	427	498	66	485
1914....	92	21	41	3	1	7	2	350	44	375	447	66	423
1905 to 1914..	664	77	295	65	28	64	8	3,608	455	3,979	4,345	561	4,339

¹ One person killed and one injured.

As the explosives act (1875) does not apply to the reporting or prevention of accidents arising in the use of explosives, etc., it is somewhat doubtful if all accidents in that connection are reported. It is noted that 91 per cent of all accidents reported above and causing death or injury arise from this cause. Of the 97 accidents in operations subject to inspection, 62 were unattended by personal injury, while of the other 350 accidents none was free from personal injury.

An appendix gives a chronological list of accidents during the year, with cause, and kind of explosive involved.

Italy.—*Ministero d'Agricoltura, Industria e Commercio. Consiglio superiore del lavoro. I pubblici spettacoli e le provvidenze di legislazione sociale. Rome, 1915. 153 pp. (Pubblicazioni dell'Ufficio del Lavoro, Series B, No. 46.)*

The present work gives in Part I the results of an investigation by Ettore Reina, member of the Superior Labor Council of Italy, into the employment of children in theatrical performances. The investigation was conducted for the principal purpose of obtaining a basis for proposed remedial legislation.

It appears that children not only take part in theatrical performances in Italy but that numerous operatic, comic opera, and dramatic companies are composed exclusively of children of both sexes, 7 to 15 years of age, and that the large opera house (Teatro della Scala) in Milan maintains a ballet school in which the pupils, 9 to 12 years of age, are required to take part in performances and at times to go on the road with the company. Girls 10 to 12 years of age are frequently seen on the vaudeville stage and in circuses as singers, dancers, or acrobats.

Quoted articles from the political, theatrical, pedagogical, and the medical press strongly condemn the exploitation of children for theatrical purposes, while it is stated, on the other hand, that Italian child-labor legislation does not contain any provisions prohibiting such employment of children.

For the purposes of the investigation, schedules were prepared with the cooperation of dramatic and operatic artists' associations and sent to about 200 persons, chiefly theatrical artists, editors of theatrical papers, and dramatic critics of daily papers.

Out of a total of 70 answers received in response to the question as to whether the employment of children of both sexes in a theatrical company is injurious to dramatic art, 65 replies were in the affirmative and 5 in the negative. Sixty-four replies approved the legal regulation of the employment of children in theatrical performances, with 1 negative, while 52 approved, and 13 disapproved, of the regulation of the employment of women therein. Another question as to whether the continuous exercise of an artistic occupation by extremely youthful children of either sex may be injurious to their artistic development, elicited 67 affirmative and 1 negative reply. Various answers were received as to the minimum age which should be required by law for the employment of children in theatrical performances, but striking an average from these replies it appeared to the investigator that 15 years would be the proper minimum age for their admission to employment of that character. This minimum is at present required for the employment of children in unhealthful and dangerous trades.

Part II of the present volume deals with theatrical contracts in general. An introductory chapter gives the results of an investigation into the hygiene of dramatic artists of both sexes, undertaken in 1908 by Dr. A. Peri for the clinic for occupational diseases in Milan. Other chapters of Part II are given over to reprints of resolutions of organizations of theatrical artists urging the enactment of social legislation for the improvement of their conditions, of various typical theatrical contracts, and of the by-laws of existing benevolent associations established in the interests of the theatrical profession and institutions for theatrical artists.

Part III deals with the proposed establishment of arbitration courts (probiviri) for the theatrical profession.

Part IV gives the results of an investigation by the Labor Office of theatrical employment agencies and fees charged by them. The existing abuses are discussed and remedial legislation proposed.

New Zealand.—*Registrar general's office. Report on the cost of living in New Zealand, 1891-1914. Wellington, 1915. 168 pp.*

Contains the results of an inquiry into the course of retail prices during the period 1891 to 1914, together with monthly tables showing increases during the war period, July, 1914, to August, 1915. The investigation was begun early in 1914, and as planned was very comprehensive in scope, the desire being to secure by systematic collection data as to variations in prices, wages, unemployment, etc. It was intended to show index numbers of prices, both wholesale and retail, and of import and export values. The investigation into retail prices is here presented separately after having been also published in its main features in current numbers of the Journal of the Department of Labor. The report has, however, it is stated, been carefully revised and in many instances the discussion extended. For the future the index numbers will be published in the Journal.

These index numbers are based on current retail prices collected monthly from fifty retailers in four centers in New Zealand, and weighted according to the average consumption of each article as ascertained by a study of the total average amount consumed in the country during the ten-year period 1905-1914. The ratio from which the index number is developed is found by dividing the total value of the commodities or group of commodities sold in any year by what the value would have been on the basis of prices ruling at some other period selected as the base or point of departure, as it were, from which changes in price levels are to be calculated. Tables are presented with varying base periods according to the availability of the price data in each instance.

For this particular inquiry the commodities were selected and grouped as follows: Group I.—Groceries, including bread, flour, oatmeal, rice, sago, tapioca, tea, coffee, cocoa, sugar, salt, pepper, jam, honey, golden sirup, treacle, raisins, currants, apricots (canned), peaches (canned), peas (canned), prunes (dried), apricots (dried), potatoes, onions, salmon (canned), herrings (canned), starch, blue, soap, tobacco; Group II.—Dairy produce, including milk, butter, cheese, eggs, bacon (shoulder), bacon (middle cut), ham; Group III.—Meat, including beef, sirloin, brisket, prime rib, rump steak, top side, stewing steak, corned round, corned roll, corned brisket; mutton leg, shoulder, loin, neck, chops; pork leg, loin, belly, chops; sausages, beef, pork, tripe; Group IV.—House rent.

Beginning with 1914 returns as to retail prices were received from 25 cities, and a table of index numbers prepared to show the cost of living in New Zealand in 1914 and 1915, each city being given its proper importance or weight in affecting the general price level according to its population. The result is contained in the following table:

INDEX NUMBERS OF RETAIL PRICES IN NEW ZEALAND, 1914-1915, BASED ON RETURNS FROM 25 CITIES.

[Base: Average aggregate annual expenditure in four chief centers, 1909-13=1000.]

Item.	1914				1915	
	First quarter.	Second quarter.	Third quarter.	Fourth quarter.	First quarter.	Second quarter.
Groceries.....	1,039	1,038	1,071	1,078	1,210	1,201
Dairy produce.....	1,042	1,089	1,032	1,017	1,100	1,212
Meat.....	1,107	1,117	1,177	1,221	1,213	1,171
Three food groups.....	1,063	1,077	1,098	1,155	1,186	1,194
House rent.....	986	986	985	985	963	963
Food and rent.....	1,033	1,042	1,056	1,091	1,100	1,105

Increases in prices as a result of the war are shown for the principal food products combined in the statement following, which gives percentage increases in August, 1915, over prices ruling in July, 1914:

PERCENTAGE INCREASE IN PRICES OF 59 FOOD COMMODITIES IN FOUR PRINCIPAL CITIES, JULY, 1914, TO AUGUST, 1915.

Locality.	Increase in per cent in prices of—			
	Groceries.	Dairy produce.	Meat.	Three food groups.
Auckland.....	17.88	13.10	4.69	11.65
Wellington.....	21.30	8.25	7.43	13.20
Christchurch.....	12.91	11.33	15.42	13.44
Dunedin.....	19.13	10.23	8.90	13.53
Average of four cities.....	17.80	10.73	9.11	12.95
Weighted average of Dominion.....	17.13	11.45	9.95	13.36

Sweden.—*Riksförsäkrings-Anstalten dr 1914. Stockholm, 1915. 180 pp. (Sveriges officiella statistik.)*

Compulsory accident insurance has covered workmen in the industries of Sweden since January 1, 1903, when the act of 1901, relative thereto, became applicable. Accidents while at work, causing either death or disability lasting over 60 days, render the employer liable to indemnify the injured worker or his survivors. In 1904 a law was passed permitting compensation for injuries of 60 days' duration and less. The employer becomes individually liable for the compensation and may insure his risk either in the State Insurance Institute or he may assume his own risk or place it with private insurance companies. A special act passed in 1908 brought fishermen under the protection of the act, but agricultural laborers continue to be excluded. A special decree in September, 1907, authorized the institute to insure risks other than industrial accidents, and in June, 1909, the State assumed on certain conditions to compensate for accidents and diseases arising in the course of military service. This latter extension of the law became applicable January 1, 1910. The policies of the institute, it should be noted, are what are known as collective policies. The entire cost of administration of the insurance institute is borne by the State.

The publication here listed constitutes the report of the State Insurance Institute for the year 1914 under the act of 1901 and subsequent amendments.

The number of fishermen insured under the decree of 1908 was 1,834 at the end of 1914. Claims for compensation were established in 271 cases under the decree granting accident compensation to persons in the military service. In 85 of these cases sick benefits were paid, disability payments in 76 cases, and compensation for death in 30 instances.

That employers for the most part insure their risk with the State Insurance Institute is shown by the fact that of a total number of 313,976 workmen insured under the act of 1901 at the close of the year 1913, 115,120 were protected by the institute, and in 1914 the corresponding number was 119,621 out of a total of 313,232. Mutual companies appear to be the next most popular form for the insurance of the risk of the employer, as indicated by the fact that 100,149 workmen in 1914 of the total already reported were so insured, the corresponding number for 1913 being 98,578.

More extended information concerning the Swedish system of accident insurance for workmen may be found in the Twenty-fourth Annual Report of the Commissioner of Labor Statistics, Washington, 1909, volume 2, pages 2379 to 2431, and in Bulletin No. 157 of this bureau.

The following is a summary table of the operations of the State Insurance Institute only from the beginning of its operations, January 1, 1903, to December 31, 1914. In order to make the data comparable the preliminary figures for each year as regards the number of accidents reported and compensated have been used.

STATISTICS OF THE SWEDISH STATE INSURANCE INSTITUTE FROM THE BEGINNING OF ITS OPERATIONS, JAN. 1, 1903, TO DEC. 31, 1914.

Items.	1903	1908	1909	1910	1911	1912	1913	1914
Collective policies ¹	1,464	3,539	4,182	4,452	5,045	5,963	7,169	8,003
Workmen insured.....	32,091	70,554	74,513	78,742	87,307	108,630	127,722	135,765
Accidents reported.....	135	² 4,181	4,079	4,778	5,498	7,721	9,101	10,596
Compensated cases.....	56	3,877	4,000	4,475	4,949	6,783	8,251	9,736
Disability.....	51	3,844	3,960	4,432	4,895	6,720	8,175	9,664
Death.....	5	33	40	43	54	63	76	72
Compensation paid for—								
Sick benefits.....	\$686	\$29,421	\$30,119	\$35,915	\$38,995	\$53,972	\$65,441	\$77,406
Disability and death.....	1,289	51,047	57,910	63,809	71,970	78,022	87,336	97,881
Funeral benefits.....	80	531	643	643	933	1,029	1,158	1,222
Assets, Dec. 31.....	85,531	912,391	1,045,444	1,162,313	1,291,985	1,415,018	1,586,100	1,745,211
Liabilities, Dec. 31.....	72,621	865,044	999,873	1,089,374	1,211,639	1,328,876	1,501,402	1,651,702
Premiums.....	47,255	110,145	³ 115,578	³ 121,590	³ 141,510	³ 171,000	³ 211,492	³ 235,005
Cost of administration....	19,834	³ 31,946	³ 36,265	³ 39,046	³ 40,798	³ 44,131	³ 50,577	³ 60,079

¹ Practically the number of establishments insured.

² Large increase due to fact that beginning 1905 insurance could be taken out for accidents of 60 days' duration or less.

³ Includes cost of fishermen's insurance operative since Jan. 1, 1909.

OFFICIAL PERIODICAL PUBLICATIONS RELATING TO LABOR.

LABOR DEPARTMENTS AND BUREAUS.

Austria.—*Soziale Rundschau*, Herausgegeben vom K. K. Statistischen Amt im Handelsministerium. Vienna.

January, 1915.—General labor legislation: Index of social legislation enacted in 1914; Imperial decree of July 25, 1914, relating to punishment of interference with the public service and public establishments, and of the violation of Government contracts; Ministerial order of November 14, 1914, relating to obligatory services for war purposes; Imperial order of December 10, 1914, protecting workmen and salaried employees in bankruptcy procedures. Special labor legislation: Gubernatorial decree of September 6, 1914, regulating in Bohemia the dredging of sand and gravel in the River Moldau; Measures for the uninterrupted continuation of operation of coal mines in Austria (ministerial decree, Nov. 11, 1914); Imperial decree of January 10, 1915, amending the law on mercantile employees. Welfare work for salaried employees. Employers' and employees' associations: Statistics of the trade-unions affiliated with the Austrian Central Federation (Reichskommission) 1913; Activity of the federation of Czecho-Slavic trade-unions, 1913; Activity of the Bohemian national socialist trade-unions, 1913; Statistics of the Christian trade-union movement in Austria, 1913; Statistics of German trade-unions in Austria, 1913. Labor disputes, conciliation and arbitration, and collective agreements. Strikes and lockouts in Austria, 1913. Employment bureaus and unemployment: Statistics of Austrian employment bureaus, August to October, 1914; Measures for the relief of unemployment in Austria; Unemployment among members of Austrian trade-unions, August to November, 1914, August to October, 1914, and September to November, 1914. Working conditions: Working conditions in Austrian salt works, 1912; Statistics of permits for overtime work in Austrian factories, 1913. Workmen's insurance: Regulation of the taxation of salaried employees' insurance institutes; Liability of sick funds for sick benefits to

members called up for military service; Creation of a sick fund for domestic servants in Salzburg; Ministerial decree of November 26, 1914, creating arbitration courts for the miners' accident insurance system; Accident insurance statistics of the establishments of the Austrian Navy; Imperial decree of November 29, 1914, authorizing the workmen's insurance institutes to use their funds for special purposes in the interest of the insured during the war; German Federal decree of November 26, 1914, providing that military service in Austria-Hungary shall be considered equivalent to military service in the German army so far as persons insured in German invalidity insurance institutions are concerned. Social welfare work: Moratorium of private debts (imperial decree, November 25, 1914); Imperial decree of October 10, 1914, authorizing the Government to take economic measures necessitated by the war; Proposal to make direct loans from the State housing fund to public welfare building associations; Statistics of the free public renting bureau in Graz 1913. Review of social and economic literature.

February-April, 1915.—Employment bureaus and unemployment. Organization of public employment offices in Austria during the war; Free railroad transportation in Austria to workmen seeking employment; Statistics of Austrian employment bureaus, November and December, 1914, and January 1915; Simplification of the procedure in granting building permits in order to relieve unemployment; Municipal unemployment fund in Laibach; Aid to unemployed persons of the salaried classes in Austria; Unemployment among members of Austrian trade-unions, October, 1914, to January, 1915. Workmen's insurance: Beginning of operation of the sick fund for domestic servants in Salzburg. Social welfare work: Moratorium for private debts (imperial decree, January 25, 1915); Measures insuring the cultivation of the crops. Imperial decree of February 2, 1915, providing for the seizure of all grain and mill products; Measures for the combating of alcoholism in Austria. Review of social and economic literature.

May, 1915.—General labor legislation: Reemployment of former employees in the postal and state railroad service on their return from the war; Inclusion of the time spent by State railroad employees in military service during the war in the computation of seniority for promotions; The coming into effect of the factory law in Switzerland; New regulation in Greece as to deductions from wages; New woman and child labor regulations in Belgium. Special labor legislation: Postponement of the coming into effect of the new protective regulations for iron and steel works and for the employment of female and juvenile workers in the manufacture of white lead and other lead products in Germany; Extension to Algiers of the French protective legislation for workmen employed in lead factories; Royal decree of April 12, 1914, regulating the hours of labor of tobacco workers in Greece; New South Wales law of July 29, 1914, prohibiting the use of white phosphorus in the manufacture of matches; Notification of the Swiss Government by Norway of the latter's adherence to the international agreement as to the prohibition of the use of white phosphorus in the match industry; Cantonal regulations of June 27, 1914, for the protection of workmen employed on building work in Basel, Switzerland; Cantonal regulations of July 15, 1914, concerning hours of labor of bakers in Basel (canton); Gubernatorial decrees of Moravia and Silesia prohibiting public dances in coal mining districts on pay days and immediate subsequent days; Ministerial decree of January 29, 1915, regulating the closing hours of photographic establishments. Employment bureaus and unemployment: Annual meeting of the national federation of Austrian general employment bureaus, March 6, 1915; Statistics of Austrian employment bureaus, February, 1915; Statistics of the industrial and mercantile free employment bureau in Budapest, 1913; Aid to unemployed persons of the salaried classes in Austria; Unemployment among members of Austrian trade-unions, December, 1914, to March, 1915, and during the year 1914. Workmen's insurance: Model by-laws for substitute pension institutes for salaried employees;

Inclusion of the period of military service during the war in the period governing the computation of sick benefits for workmen in the State railroad service; German Federal decree of March 18, 1915, providing that military service in Austria-Hungary during the war shall be considered equivalent to military service in Germany so far as persons insured in the insurance institute for salaried employees are concerned; Law, July 15, 1914, providing for the liability of employers in case of accidents in lumbering establishments in France; Workmen's accident liability law of May 1, 1914, in Ontario, Canada. Social welfare work: Ministerial decree of March 26, 1915, regulating the consumption of grain and mill products; Ministerial decree of March 27, 1915, providing for the continued payment of part wages to seamen, etc., in the event of the cessation of shipping during the war; Granting of furloughs to persons in the military service for the cultivation of vineyards; Moratorium for private debts (ministerial decree of March 26 and 31, 1915); Ministerial decree of March 31, 1915, prohibiting the sale and purchase of future harvests of agricultural crops; Ministerial decree of April 12, 1915, granting subsistence subsidies to families of workmen drafted for war service in military establishments; Ministerial decree of May 6, 1915, providing for obligatory use of all pasture grounds; Ministerial decrees of May 8, 1915, restricting the meat trade. Review of social and economic literature.

June-July, 1915.—General labor legislation: Conditions for the employment of war prisoners at public, private, and agricultural labor; Law of January 22, 1915, regulating the hours of labor in industrial establishments in Portugal; Royal decree of October 16, 1914, regulating the night work of women in establishments for the canning of sprats in Sweden. Special labor legislation: Law, May 27, 1914, prohibiting the manufacture, importation, use, and sale of matches containing white phosphorus, Canada; Proposed legislation for the prohibition of night work in bakeries in Spain; Law, January 22, 1915, providing maximum hours of labor for mercantile and office employees in Portugal; Vacations for salaried employees; Ministerial order providing that awards of army contracts shall make it obligatory for firms receiving such awards not to reduce their force of salaried employees or their salaries. Labor disputes, conciliation and arbitration and collective agreements: Collective agreements in Germany in force at the end of 1913; Employment bureaus and unemployment in Germany; Ministerial decree establishing the principles for an organization of employment bureaus in Lower Austria for war invalids; Statistics of employment bureaus, March and April, 1915; Unemployment among members of trade-unions, February to May, 1915; Prussian ministerial decree of May 26, 1915, making it obligatory for free employment offices to report to the imperial statistical office the number of applicants and open situations; Resolution of the cantonal council of January 8, 1914, increasing premiums and benefits under the unemployment insurance system as applicable to Basel, Switzerland. Labor offices, advisory labor councils, etc.: Royal decree of November 13, 1914, creating a State advisory council for industries, trades, and commerce in Bavaria. Working conditions: Wage increases for workmen in the government mint and assay office. Social welfare work: Imperial decree of June 12, 1915, providing for the payment by the State of sustenance and pensions to invalid enlisted men and their families and to survivors of enlisted men; Gubernatorial decrees restricting the sale of alcoholic beverages; Imperial decree of May 25, 1915, relating to the moratorium for private debts; Imperial decree of June 21, 1915, insuring sufficient provision of the population with flour and bread; Ministerial decree of July 7, 1915, regulating the sugar trade; Measures to insure the harvesting of the new crops. Review of social and economic literature.

August-September, 1915.—General labor legislation: Gubernatorial decrees of Moravia, Bukowina, and Dalmatia, providing that agricultural servants and laborers can not claim violation of the labor contract by the employer if during the war they

are not furnished with the quantities of the foodstuffs, especially bread and flour, agreed upon in the contract; Royal decree of July 2, 1915, regulating the hygiene and safety of workmen in industrial establishments in the Netherlands; Roumanian law of April 26, 1913, amending the law relating to the organization of the handicrafts, credit and workmen's insurance. Special labor legislation: German federal decree of March 31, 1915, prohibiting night work in bakeries, and of August 12, 1915, restricting the duration of operations in textile establishments; Gubernatorial decree of July 22, 1915, on the early closing of mercantile establishments in lower Austria; Gubernatorial decree of August 7, 1915, on the closing on Sundays of pharmacies in Vienna; Law, November 25, 1914, for the protection of mercantile employees in Chile. Employers' and employees' associations: Statistics of trade-unions affiliated with the Austrian central federation (Reickskommission) of trade-unions, 1914; Statistics of the Christian trade-unions, 1914. Employment bureaus and unemployment: Ministerial decrees defining principles for the organization of employment bureaus in several Provinces for war invalids; Ministerial decree of May 21, 1915, regulating the recruiting of agricultural laborers from refugee settlements in Austria for employment in Germany; Statistics of Austrian employment bureaus, May and June, 1914; Unemployment among members of Austrian trade-unions, April to July, 1915; Statistics of employment bureaus in Sweden, 1914; Law, April 8, 1914, on unemployment funds in Denmark; Proposed legislation in Finland on unemployment funds; Proposed legislation in Norway on unemployment funds; Statistics of unemployment insurance in the Netherlands, 1914. Working conditions: Working conditions in the tobacco industry, 1913. Workmen's insurance: Imperial decree of September 16, 1915, extending to Austrian citizens who are members of miners' funds and are in the military service of Germany during the present war the same rights to which members in the military service of Austria are entitled. Social welfare work: Ministerial decree of July 27, 1915, regulating the pensions of enlisted men disabled in the war; Imperial decree of August 29, 1915, providing for subsequent medical treatment and practical training of disabled or wounded ex-soldiers; Ministerial decree of July 23, 1915, providing for the seizure of all supplies of legumes; Imperial decree of August 7, 1915, against excessive prices of foodstuffs; Gubernatorial decrees restricting the sale of alcoholic beverages; Ministerial decree of August 28, 1915, relating to a moratorium for private debts; Granting of furloughs to engineers and firemen in military service so that their services may be used for the operation of harvesting and plowing machines; Proposed statistics of Austrian soldiers disabled in the war. Review of social and economic literature.

Canada.—*The Labor Gazette issued by the Department of Labor by order of Parliament.*
Ottawa.

December, 1915.—Notes on current matters of industrial interest; Industrial and labor conditions during November, 1915; Reports of local correspondents; Reports of women correspondents; Industrial disputes investigation act, 1907, proceedings during November, 1915; Western coal operators' association and district No. 18, U. M. W. A.—settlement of dispute at Kipp mines; Summary of report on industrial disputes laws issued by the State of Victoria, Australia; Recent workmen's compensation legislation in the Union of South Africa and Victoria, Australia; Manitoba legislation affecting labor, 1915; Ontario labor legislation, 1915; Reports of employment bureaus; Prices, wholesale and retail, Canada, November, 1915; Fair wages schedules in Government contracts, November, 1915; Trade disputes, November, 1915; Industrial accidents, November, 1915; Immigration and colonization; Building permits, November, 1915; Recent industrial agreements; Reviews; Recent legal decisions affecting labor.

Denmark.—*Statistiske Efterretninger, udgivet af det Statistiske Department. Copenhagen.*

December 1, 1915 (No. 24).—Household expenditures of families of small means, October, 1915; Retail prices, November, 1915.

December 9, 1915 (No. 25).—Income and property tax assessment, 1915–1916; Standard rations for milch cows; Privately owned railroads, 1914–15; Unemployment, September, 1915.

Germany.—*Reichs-Arbeitsblatt, Herausgegeben von Kaiserlichen Statistischen Amte, Abteilung für Arbeiterstatistik. Berlin.*

November, 1915.—Labor market in Germany, October, 1915; Labor market in Greater Berlin, October, 1915; Labor market in foreign countries (Great Britain, Switzerland, Norway, British colonies); Employment offices and unemployment; Unemployment in foreign countries (Netherlands, August, 1915; Denmark, August, 1915; Massachusetts, end of June, 1915); Distribution, by age classes, of the male members of the local sick fund of Berlin during the war; Interior colonization during the war. Labor legislation: Federal decree of October 29, 1915, relating to the operation of iron and steel works; Federal decree of November 7, 1915, limiting the hours of labor in textile establishments; Statistics of industrial and commercial continuation schools in Greater Berlin and the Rhenish-Westphalian industrial district; Strikes and lockouts in the German Empire, third quarter, 1915; Statistical tables of the labor market.

Great Britain.—*The Board of Trade Labor Gazette. London.*

December, 1915.—Employment chart; The labor market; Special articles on employment in Germany in October; Retail food prices in the United Kingdom, Berlin, Italy; The food and raw material requirements of the United Kingdom; Mobilization of industrial establishments in Italy; Industrial canteens; Sunday labor in munition works; Reports on employment in the principal industries. Labor in the Dominions and in foreign countries: Germany, Austria-Hungary, Norway, Italy, Russia, United States. Board of trade labor exchanges. Statistical tables. Trade disputes; Changes in rates of wages; Distress committees; Pauperism; Prices of wheat, flour, and bread; Immigration and emigration to and from the United States; Diseases of occupations; Fatal industrial accidents; Unemployment insurance; Foreign trade; Cooperative wholesale societies, quarterly sales; Passenger movement to and from the United Kingdom. Legal cases, official notices, etc.

Italy.—*Bollettino dell'Ufficio del Lavoro, Ministero di Agricoltura, Industria e Commercio. Rome. (Monthly.)*

August, 1915.—Operations of employment bureaus; Labor market in foreign countries: Argentine, 1913. Cost of living for workmen's families in Buenos Aires, 1913; Labor disputes in Italy, second quarter, 1915; Statistics of workmen employed on public works in January, February, and March, 1915; Retail prices of farm products and foods generally consumed by workmen's families, July, 1915. Labor legislation in foreign countries—Belgium: Decree of the governor general of December 15, 1914, amending the women and child labor law; France: Law of July 10, 1915, amending title III and IV of the Labor Code (minimum wages for homeworkers in the clothing industry); Switzerland: Federal law of June 18, 1915, amending the federal law of June 13, 1911, on sickness and accident insurance. Digests of monographs relating to labor; Home work in Buenos Aires; Collective agreements in Italy.

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November 16, 1915.—Investigations and provisions relative to unemployment; Labor market by localities and industries; Labor disputes; Employers' and employ-

ees' associations; Congresses and conventions; Labor legislation; Decree of October 17, 1915, relating to insurance against accidents of the crews of merchant vessels; Decree of October 17, 1915, amending the seamen's invalidity insurance law; Decree of October 31, 1915, postponing the election of prudhommes; Decree of November 11, 1915, relating to the extension and rescission of agricultural contracts; Activities of the labor office; Enforcement of social legislation; Regulations for the enforcement of the decree of March 17, 1915, requiring a uniform grade of bread; Industrial accident insurance in territories occupied by the Italian army; Court decisions relating to labor.

December 1, 1915.—Investigations and provisions relative to unemployment; Labor market by localities and industries; Employers' and employees' associations; Congresses and conventions; Labor disputes; Retail prices and index numbers of food-stuffs in Italy, October, 1915; Retail prices of foodstuffs in Italian cities (first 6 months, 1914, July, 1914, January, July, and October, 1915); Retail prices of foodstuffs in foreign countries: Great Britain (July, 1914, to November, 1915), Germany (July, 1914, to September, 1915), Austria (July, 1914, to August, 1915); Activities of the labor office; Labor legislation: Decree of October 31, 1915, relating to supplementary premiums for war risks in workmen's accident insurance.

Netherlands.—*Maandschrift van het Centraal Bureau voor de Statistiek. The Hague.*

November, 1915.—Review of labor market, October and November, 1915; Unemployment in Rotterdam, August 1, 1914, to May 1, 1915 (relative figures); Unemployment and unemployment insurance; Labor exchanges; Strikes and lockouts; Wages and hours of labor; Workmen's and employers' organizations; Average prices of bread in all cities having a population of 10,000 or more inhabitants, 1903-1915; Wholesale and retail prices; Canada labor exchanges; Court decisions. Miscellaneous reports: Statistics of population, workmen's dwellings, industrial accidents (1903-1915), commerce, etc.; Résumé of war measures; Proposed amendments of social insurance laws; Court decisions relative to contracts, marriage, and other economic and social questions. International: Wholesale and retail prices in European countries; Strikes and lockouts, Australia, Canada, France, Great Britain, Italy, and Spain; Labor disputes in Denmark and Sweden; Cooperative societies in France; Cost of living in Switzerland; Statistical tables of the labor market; occupational diseases, etc.

New Zealand.—*Journal of the Department of Labor, Wellington.*

November, 1915.—Labor; Conditions of employment and trade; Women's employment branches (reports); Unions' reports; Recent legal decisions; Recent legal decisions affecting labor in Great Britain; Cases under Workers' Compensation Act. Statistics: Persons assisted to employment during October, 1915; Additional associations and unions registered under the Industrial Conciliation and Arbitration Act, 1908; Cooperative works in New Zealand; Accidents in factories reported up to October 27, 1915; Accidents reported under the Scaffolding Inspection Act; Current retail prices, October 15, 1915. Special articles on new measures in Germany against excessive prices of food (Board of Trade Labor Gazette); Compulsory associations in the German coal-mining industry (Board of Trade Labor Gazette).

Pennsylvania.—*Monthly Bulletin of the Pennsylvania Department of Labor and Industry. Harrisburg.*

September, 1915.—Group insurance; Statement of all accidents reported during August, 1915; Bureau of Employment of Department of Labor and Industry; Safe emergency exits for audiences; Value of signs in accident prevention; The safety movement; Waste packing material; Proceedings of second annual conference on welfare and efficiency (continued from August Bulletin).

October, 1915.—Pennsylvania's relation to industrial safety and health; Districts established for enforcement of workmen's compensation act; State employment bureau; Some facts about workmen's compensation and the State workmen's insurance fund; Accidents reported during September, 1915; Volunteer firemen as ushers in tabernacles for evangelistic campaigns; The Erie flood and its lesson; Safety standards of the industrial board—foundries; Proceedings of the second annual welfare and efficiency conference (continued from September Bulletin).

Spain.—*Boletin del Instituto de Reformas Sociales. Publicacion Mensual. Madrid.*

November, 1915.—Report of the secretary's office and of the special divisions; Strikes in 1913, and in October, 1915; Retail prices in various provinces, October, 1914, to March, 1915; Conventions and congresses. Legislation. Establishment of technical schools (continued); Reductions in import duties; Appointment of a commission of women to investigate the manufacture and supply of bread and the development of the bread-baking industry; Duty on grain; Prohibition of export of cattle; Proposed legislation. Foreign notes: Strikes and lockouts in 1914, in Great Britain; Amendments to the French Labor Code, book 1 (minimum wage law).

Sweden.—*Sociala Meddelanden utgivna av K. Socialstyrelsen. Stockholm.*

No. 11, 1915.—Conditions of the labor market according to reports from employers, third quarter, 1915; Trade union unemployment, July 1, August 1, and September 1, 1915; Movement of employment in shipping, August 1, 1914, to July 31, 1915; Measures to offset the high cost of living; Collective agreements, 1914; Problem of a guaranteed time rate under a piece-rate system; Proposals by the Norwegian commission relative to the sale of alcoholic liquors; Strikes and lockouts, third quarter, 1915; Activities of the factory inspectors, July to September, 1915; Reports of the factory inspectors on fatal industrial accidents. Brief notices. Labor disputes in Denmark, 1914; Report of the State Insurance Institute, January to October, 1915; Amendment to the Danish law on relief for the children of widows; Relief works in Malmö; Labor market in England and in Germany, October, 1915; Emigration from Sweden, third quarter, 1915; Sales of the Cooperative Federation, first six months, 1915; Housing conditions in small dwellings in Christiana; Comparative housing conditions in large Scandinavian cities; Housing conditions in rural localities in Denmark, 1911; Housing and a housing census in Gothenburg; National Federation of trade Unions, 1914; Items relative to the liquor problem in Örebro and Upsala; Danish poor relief, 1911-1912; Cost of living among office and commercial employees in Norway; Minimum wage for women in the clothing industry in France; Census of domestic animals; Municipal sale of coal at Malmö; Measures to relieve the high cost of living in Norway. Public employment exchanges in Sweden, October, 1915; Retail prices and cost of living in Sweden, 1904, to October, 1915; Prices of cattle on the hoof, 1904 to October, 1915; Fish prices in Stockholm, October, 1914, 1915; Reports from the Royal pension bureau.

International Labor Office (Basel, Switzerland).—*Bulletin des Internationalen Arbeitsamtes. Jena, 1915.*

[The German edition of this bulletin, which appears also in French and English, is the earliest published and its contents are therefore listed.]

Nos. 9 and 10.—National labor legislation—**Australia: Australian Commonwealth:** Act, December 22, 1911, amending the Commonwealth electoral act, 1902-1909; Act, October 29, 1912, amending the sugar-bounty act, 1905-1910; Act, November 6, 1912, granting and applying out of the consolidated revenue fund a sum for invalid and old-age pensions; Act, November 6, 1912, amending the referendum (constitutional alteration) act, 1906-1910; Act, December 24, 1912, repealing the sugar-bounty

act, 1905-1912; Act, December 24, 1912, amending sections 4, 16, 22 to 27, 40, and 49 of the invalid and old-age pensions act, 1908-1909, and amending that act in relation to blind persons and the punishment of offenses; Act, December 24, 1912, amending the manufactures encouragement act, 1908; Act, December 24, 1912, relating to compensation to workmen employed in the service of the Commonwealth for injuries suffered in the course of their employment; Act, December 24, 1912, providing for bounties on wood pulp and rock phosphate and rewards for the discovery of rock phosphate; Act, December 24, 1912, relating to the interstate commission; Act, December 24, 1912, amending the bounties act, 1907; The immigration act of December 24, 1912; Provisional regulations under the wood pulp and rock phosphate bounties act, 1912, April 4, 1913; Act, October 24, 1913, relating to navigation and shipping; Act, December 19, 1913, providing for the construction of a railway in the Northern Territory from Pine Creek to Katherine River, the appointment of officers, the making of charges, and the appropriation of money in connection with such railway; Acts, October 10, and December 7, 1914, amending the Commonwealth conciliation and arbitration act, 1904-1911; Act, December 21, 1914, providing for the payment of a bounty on the manufacture of pig iron from Australian ore; Act, December 21, 1914, granting and applying out of the consolidated revenue fund a sum for invalid and old-age pensions. **New South Wales:** Act, September 23, 1908, authorizing payments in subvention of friendly societies in certain cases, and for purposes consequent thereon or incidental thereto; Act, August 19, 1910, amending the law with respect to compensation to workmen for injuries suffered in the course of their employment and for purposes consequent thereon or incidental thereto; Act, August 27, 1910, providing superannuation allowances and gratuities for persons employed in the railway and tramway services; amending the acts regulating the public service and the Government railway act, 1901, and for purposes consequent thereon or incidental thereto; Act, August 27, 1910, providing for a Saturday half holiday every Saturday in shops, amending the law with regard to the early closing of shops, and for purposes consequent thereon or incidental thereto; Act, August 27, 1910, amending the miners' accident relief acts, 1900 and 1901, and for other purposes; Act, December 20, 1910, to amend the early closing acts and the Saturday-half-holiday act, 1910, and for purposes consequent thereon; Act, December 28, 1910, amending the coal mines regulation act, 1902, and for other purposes; Ministerial order, May 16, 1911 (prohibition of employment of males under the age of 16 years or of females); Act, July 12, 1911, repealing the old-age pensions act, 1900, and the invalidity and accidents pensions act, 1907; Act, April 4, 1912, to provide for the purchase, resumption, and appropriation of lands, and for the construction and maintenance of certain buildings and works; for the use and disposal of such lands and buildings; to constitute a board for the above and other purposes, and a fund to meet the expenses of carrying out the above provisions, for purposes consequent thereon or incidental thereto; and to amend certain acts; Act, April 4, 1912, to enable the municipal council of the city of Sidney to erect and let dwelling houses, and for that purpose to acquire land; to extend the borrowing powers of the said council; to amend certain acts relating to the corporation of the city of Sidney; and for purposes consequent thereon or incidental thereto; Act, November 26, 1912, consolidating enactments relating to the regulation of coal mines and collieries; Act, November 26, 1912, consolidating the acts controlling scaffolding and lifts; Act, November 26, 1912, to consolidate the enactments relating to the supervision and regulation of factories, bakehouses, laundries, dye works, and shops; the limitation in certain cases of the hours of working therein; the extension of the liability of employers for injuries suffered by employees in certain cases; the making provision for a minimum wage for certain persons, and for the payment of overtime and tea money; and for other purposes; Act, November 26, 1912, consolidating the laws relating to banks and bank holidays; Act, November 26, 1912, consolidating the acts

relating to friendly societies; Amendment of December 14, 1912, of schedule of industrial arbitration act, 1912; Act, December 20, 1912, amending the miners' accident relief act, 1900, the miners' accident relief (amendment) acts 1901 and 1910 and for other purposes; Act, January 7, 1913, amending the friendly societies' (amendment) act, 1906; Regulations of April 29, 1913, under the factories and shops act, No. 39, 1912; Act, October 15, 1913, amending the coal mines regulation act, 1912, bringing certain persons under the public service act, 1902; and for purposes consequent thereon and incidental thereto; Act, February 9, 1915, prohibiting the use of white phosphorus in the manufacture of matches; prohibiting the sale of matches made with white phosphorus; amending the factories and shops act, 1912, and for other purposes consequent thereon or incidental thereto. **Queensland:** Act, December 22, 1909, to enable the Government to assist persons in receipt of small incomes to provide homes for themselves; Act, December 29, 1909, amending the workers' compensation act of 1905, by extending its provisions to cases of disablement for three days or upward, by extending the time during which compensation shall be payable; Regulations of February 23, 1910, under the workers' dwellings act of 1909; Act, January 7, 1911, making better provisions for the regulation and inspection of mines; Act, October 26, 1911, authorizing the construction and establishment of sugar works by means of moneys advanced by the State, and providing for the repayment of such moneys and for the maintenance, management, and control of such sugar works, and for other purposes connected therewith; Act, November 30, 1911, consolidating and amending the law relating to institutional children; Act, January 9, 1912, amending sections 5 and 7 of the workers' dwellings act of 1909 in certain particulars; Regulations, July 18, 1912, under the State (institutional) children act of 1911; Act, December 5, 1912, making provision for holidays and for other purposes connected therewith and repealing the "bank holidays acts 1904-1906"; Act, December 7, 1912, making better provisions for industrial peace and for purposes incidental to that object; Act, December 7, 1912, amending "the inspection of machinery and scaffolding act of 1908"; Regulations, March 20, 1913, under "the industrial peace act of 1912"; Regulations, May 29, 1913, under "the inspection of machinery and scaffolding acts, 1908-1912"; Act, October 29, 1913, consolidating and amending the law relating to friendly societies; Act, October 23, 1914, amending "the factories and shops act of 1900" in a certain particular. **Norway:** Law, August 6, 1915, relating to labor disputes; Law, September 18, 1915, relating to the protection of workmen in industrial establishments. **Sweden:** Law, October 18, 1912, amending article 2 of the law of November 20, 1909, prohibiting the employment of women at night work in specified industrial establishments. **War Measures:** German Empire, Prussia, Hungary, Belgium, Spain, France, Great Britain and Ireland, British Colonies (Commonwealth of Australia; New South Wales, Victoria, South Australia, New Zealand), Roumania, Russia, Switzerland.

MISCELLANEOUS.

Austria.—*Amtliche Nachrichten des k. k. Ministeriums des Innern betreffend die Unfallversicherung und die Krankenversicherung der Arbeiter.* Vienna.

November, 1915.—Accident insurance; Election and appointment of officers of the workmen's accident insurance institutes and courts of arbitration; Decisions of courts of arbitration. Sickness insurance. Decisions of the administrative court.

Germany.—*Amtliche Nachrichten des Reichsversicherungsamts.* Berlin. (Monthly.)

August 15, 1915.—Official—General part. Decree, August 12, 1915, of the Imperial chancellor, providing for the extension of the term of office of the present representatives of employers and workmen before insurance authorities and insurance carriers; Circular letter, August 15, 1915, of the Imperial Insurance Office, instructing the

boards of directors of State insurance institutes and trade accident associations as to the legal aid they may request from public authorities. Accident insurance: Decisions on appeals; Decisions of the decision senates. Sickness, invalidity, and survivors' insurance. Circular order, June 2, 1915, of the Imperial Insurance Office instructing the boards of directors of the invalidity insurance institutes as to the method of accounting for excess or reduced payments in the case of refunds of loans; Decisions on appeals; Decisions of the decision senates; Other decisions; Disbursements of the invalidity insurance institutes, June, 1915, for pensions and benefits, to insured persons and their survivors; Receipts in July, 1915, from the sale of contribution stamps.

